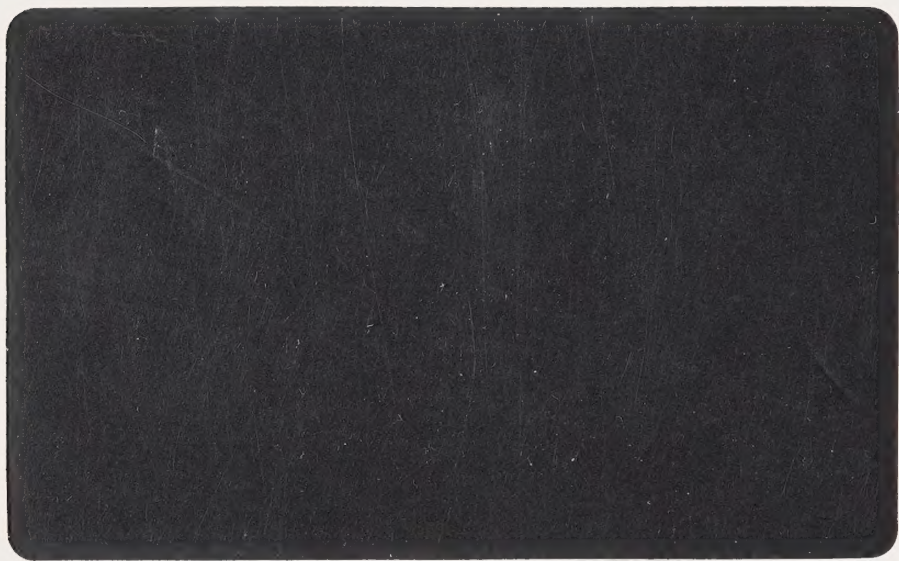


Corrections and Detention System Needs Assessment

ALAMEDA COUNTY

Oakland, California



85-01544

Corrections and Detention System Needs Assessment

ALAMEDA COUNTY

Oakland, California


INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

JUL 22 1985

UNIVERSITY OF CALIFORNIA

Hughes, Heiss & Associates
San Mateo, California

June 30, 1983



Digitized by the Internet Archive
in 2024 with funding from
State of California and California State Library

<https://archive.org/details/C124879013>

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

The report which follows analyzes detention and correction bedspace needs in Alameda County both now and through the year 2000. Projections contained in the report have been developed based on an analysis of a broad variety of data; review of historical documents describing population levels at Santa Rita and other County detention facilities; detailed evaluation of the specific characteristics of people currently housed in detention and corrections facilities at both the City and County level; interviews with operators of programs providing alternatives to incarceration in Alameda County; and an analysis of all CORPUS information describing key trends in the Alameda County Criminal Justice System. The report has two major focuses:

- It projects detention system bedspace needs through the year 2000.
- It evaluates practical alternatives to reduce both current detention facility population levels and future bedspace needs through expanded use of alternatives to incarceration.

The paragraphs which follow highlight major findings and conclusions resulting from the study.

DESPITE HIGH ARREST RATES, DETENTION FACILITY POPULATIONS IN ALAMEDA COUNTY ARE COMPARATIVELY LOWER THAN MANY OTHER URBAN CALIFORNIA COUNTIES.

- Arrest rates in Alameda County are among the highest in the state of California for both felony and misdemeanor offenses. Arrest rates have increased substantially in recent years, and, while the rate of increase has slowed over the last several years, there is no clear indication that future increases in arrest rates cannot be expected.
- When measured on a per capita basis, detention facility populations in Alameda County are significantly lower than in many other California counties with substantially lower felony and misdemeanor arrest rates. This difference suggests that alternatives to incarceration for both pre-trial and sentenced prisoners are used to a greater extent in Alameda County than in many other urban counties in California.

ALL AVAILABLE EVIDENCE INDICATES THAT ALAMEDA COUNTY IS MAXIMIZING THE USE OF ALTERNATIVE PROGRAMS TO CONTROL PRE-TRIAL INMATE POPULATION LEVELS IN COUNTY DETENTION FACILITIES..

- Pre-trial populations in Alameda County detention facilities consist of a higher proportion of people accused of violent felony offenses than most other urban counties in California.

- This suggests that misdemeanor citation release, release on own recognizance, ten percent bail, and other programs providing alternatives to incarceration for pre-trial inmates are being used to release most misdemeanants and non-violent felons from pre-trial custody.
- Detailed evaluation of pre-trial release program activities in Alameda County confirm the effectiveness of existing approaches. At current operating levels, Alameda County pre-trial release program performance equals or exceeds California counties with the most aggressive approach to providing alternatives to incarceration for people during the pre-trial period.
- As the County addresses future detention facility bedspace needs, these findings indicate that there are no major additional opportunities to expand pre-trial release to significantly reduce existing population levels or to reduce future bedspace needs in the detention and correction system.

COUNTY SUPPORT OF PROGRAMS PROVIDING ALTERNATIVES TO INCARCERATION FOR CONVICTED DEFENDANTS HAVE HAD MAJOR IMPACT ON REDUCING SENTENCED POPULATION LEVELS IN ALAMEDA COUNTY.

- Programs supported by more than \$5,000,000 in County funds provided alternatives to incarceration or sentencing alternatives for nearly 22,000 convicted defendants over the last year.
- While some of these programs provide services to relatively minor offenders who would not go to jail even if the program were unavailable, a significant number of program participants involve repeat offenders who could very well be sentenced to jail in the absence of a program. Analysis indicates that the existing mix of alternative to incarceration programs probably reduced average daily population in Alameda County Detention Facilities by about 250 beds over the last year.
- Evaluation of the characteristics of sentenced inmates in Alameda County Detention Facilities clearly reflects the impact of County supported alternatives to incarceration programs. The mix of sentenced inmates housed in Alameda County facilities is significantly different in those observed in most other California counties. There is a substantially higher proportion of people convicted of violent offenses; relatively few people who were arrested and convicted of misdemeanor offenses; and convicted drunk drivers. Many non-violent offenders and people convicted of misdemeanor offenses who go to jail in other California counties participate in sentencing alternative programs in Alameda County.

- These findings indicate that there are few practical opportunities to take additional steps to further reduce sentenced population levels in Alameda County. While some counties are taking steps to expand programs like county parole to reduced sentenced population levels, the analysis conducted in this project indicated that the type of people dealt with by these programs are not incarcerated in Alameda County, and generally participate in alternative sentencing programs. Like the previous conclusion related to pre-trial release, future planning should not consider the potential to expand sentencing alternatives to further reduce sentenced population levels. Instead, any diminution in County support of alternative sentencing programs, or changes in judicial use of sentencing alternatives, could significantly increase bedspace needs beyond those projected in this study.

ALL INDICATORS POINT TO CONTINUED GROWTH IN ARREST RATES IN ALAMEDA COUNTY, BUT SOME SLOWING IN THE RATE OF INCREASE SHOULD BE ASSUMED FOR DETENTION FACILITY PLANNING PURPOSES.

- To project bedspace needs, it was necessary for the project team to develop assumptions about such factors as growth in arrest rates, length of stay per pre-trial booking, and length of sentences accorded to convicted inmates in Alameda County. Projections contained in the report reflect the assumption that, for the next few years, relatively high rates of increase will be experienced by Alameda County in regard to both felony and misdemeanor arrests. However, as time passes, growth rates will slow as the current peak period "plateaus" and growth rates slow.
- Assumptions related to average length of stay are based on the assumption that the County will continue to support aggressive programs in providing alternatives to incarceration for both pre-trial and sentenced inmates.
- It was assumed that there would be increases in the average stay per booking in the County detention facility reflecting continuing public concerns about crime, increasing stringency in sentencing laws, and increasing court workload which will make further acceleration of trial of in-custody defendants difficult. Projections are based on the assumption that this increase in average length of stay will peak about 1990, and will decrease moderately over the years 1990 and 2000 -- approximating comparable trends observed through review of historical patterns.

THE COUNTY FACES SIGNIFICANT NEED TO BUILD DETENTION FACILITY BEDS TO REPLACE SANTA RITA AND THE COURTHOUSE JAIL AND TO MEET GROWTH PROJECTED FOR COMING YEARS.

- The assumptions noted above were employed to develop specific bedspace projections for the twenty-year planning period.
- The table which follows summarizes bedspace deficiencies by type over the planning period through the year 2000.

Type Bed	Additional Beds Needed By Year				
	<u>1985</u>	<u>1988</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
Pre-Trial	674	851	985	1,027	1,168
Sentenced	1,118	1,260	1,369	1,401	1,511
Work Furlough	<u>28</u>	<u>59</u>	<u>82</u>	<u>87</u>	<u>113</u>
Total	<u>1,820</u>	<u>2,170</u>	<u>2,436</u>	<u>2,515</u>	<u>2,792</u>

- The bedspace needs displayed in the table assume replacement of Santa Rita and the courthouse jail; County occupancy and use of the North County Pre-trial Detention Facility; and continued operation of the work furlough program at its present capacity.

TABLE OF CONTENTS

	<u>Page</u>
CHAPTER I -- <u>OVERVIEW OF THE DETENTION AND CORRECTIONS SYSTEM IN ALAMEDA COUNTY</u>	1
1. COUNTY ADULT ARREST RATES ARE AMONG THE HIGHEST IN THE STATE	1
2. ON A COMPARATIVE BASIS, INCARCERATION LEVELS IN ALAMEDA COUNTY ARE LOWER THAN A NUMBER OF URBAN COUNTIES IN CALIFORNIA	5
3. CITY JAILS PROVIDE INTAKE POINTS FOR THE MAJORITY OF ADULT OFFENDERS AND ARE DEEPLY INVOLVED WITH COUNTY EFFORTS TO CONTROL SYSTEM POPULATION LEVELS THROUGH PRE-TRIAL RELEASE	8
4. ADDITIONALLY, THE COUNTY HAS SUPPORTED A BROAD VARIETY OF PROGRAMS TO MEET INMATE NEEDS WITHIN THE DETENTION AND CORRECTION SYSTEM AND TO PROVIDE POST- SENTENCE ALTERNATIVES TO TRADITIONAL INCARCERATION	10
(1) A Variety of Service Programs are Provided to Inmates Within Existing Corrections and Detention Facilities	16
(2) Post-Sentence Programs Provide Significant Alternatives to Incarceration Through a Broad Network of County-Operated and Commu- nity-Based Programs	17
5. DESPITE THE COMMITMENT TO ALTERNATIVE PROGRAMS, DETENTION FACILITY POPULATIONS HAVE INCREASED STEADILY OVER RECENT YEARS	28
6. AVERAGE LENGTHS OF STAY HAVE REMAINED RELATIVELY CONSTANT OVER RECENT YEARS	30
CHAPTER II -- <u>KEY CHARACTERISTICS OF CURRENT DETENTION AND CORRECTION SYSTEM OPERATIONS</u>	34
1. ALL AVAILABLE EVIDENCE INDICATES THAT AGGRESSIVE USE IS MADE OF PRE-TRIAL RELEASE OPTIONS IN ALAMEDA COUNTY	35
(1) A Relatively Small Proportion of Pre-Trial Inmates are Held in Custody Until Disposition	36

	<u>Page</u>
(2) County Funded Pre-Trial Release Programs Have Major Impact On Pre-Trial Population Levels And Compare Favorably With Other California Counties With Aggressive Release on Own Recognizance Programs	41
2. DETENTION SYSTEM POPULATION PROFILES UNDERLINE THE IMPACT OF ALTERNATIVES TO INCARCERATION ON BOTH PRE-TRIAL AND SENTENCED POPULATIONS	47
(1) A Relatively High Proportion of the Pre- Trial Population is Comprised of Individuals Accused of Violent Felony Offenses	50
(2) The Sentenced Population Composition by Charge Level Differs From Those Observed In Other California Counties	52
(3) Analysis of Length of Sentence Data Provides Several Interesting Perspectives On The Sentenced Population	54
(4) Many Sentenced Inmates Have Served Previous Time In Detention and Correction Facilities	57
(5) There Are Relatively Few "Pure" Sentenced Misdemeanants In Custody in the Corrections and Detention System	59
(6) Analysis of the Pre-Trial Custody Status of Sentenced Inmates Demonstrates the Impact of Pre-Trial Release Programs on Detention System Operations	61
(7) Analysis of the In-Custody Pre-Trial Population Further Demonstrates the Effect- iveness of Existing Pre-Trial Release Programs	61
3. ANALYSIS OF BOOKING, RELEASE PROGRAM PERFORMANCE, AND POPULATION PROFILE DATA LEAD TO SEVERAL IMPORTANT CONCLUSIONS WHICH NEED TO BE CONSIDERED WHEN PRO- JECTING FUTURE DETENTION AND CORRECTION SYSTEM NEEDS	67

CHAPTER III -- PROJECTIONS OF FUTURE
DETENTION AND CORRECTION
SYSTEM POPULATIONS

	69
1. COUNTY POPULATION GROWTH IS EXPECTED TO BE RELATIVELY MODEST OVER THE 20-YEAR PLANNING PERIOD	70
2. ALL INDICATORS POINT TO CONTINUED GROWTH IN ARREST RATES IN ALAMEDA COUNTY, BUT SOME SLOWING IN THE RATE OF INCREASE NEEDS TO BE ASSUMED FOR PLANNING PURPOSES	71
3. A VARIETY OF ASSUMPTIONS INVOLVING TRANSLATING ARRESTS TO BOOKINGS AND BOOKINGS TO AVERAGE DAILY POPULATION HAVE BEEN DEVELOPED TO PROJECT DETENTION SYSTEM POPULATION LEVELS	73
4. NEITHER HIGH NOR LOW RANGE PROJECTIONS APPEAR TO PRESENT PRACTICAL PORTRAITS OF EXPECTED CRIMINAL JUSTICE SYSTEM ACTIVITY AND DETENTION FACILITY POPULATION LEVELS IN ALAMEDA COUNTY	78
5. MID-RANGE PROJECTIONS APPEAR TO PRESENT THE MOST PRACTICAL ALTERNATIVE FOR ESTIMATING FUTURE DETENTION SYSTEM REQUIREMENTS	81
6. SHIFT IN JUDICIAL SENTENCING PATTERNS COULD HAVE MAJOR IMPACT ON FUTURE PROJECTED BEDSPACE NEEDS	87
7. CLOSURE OF CITY JAILS COULD HAVE MAJOR IMPACT ON PRE-TRIAL BEDSPACE NEEDS IN THE COUNTY DETENTION AND CORRECTION SYSTEM	92

INDEX OF EXHIBITS

<u>Exhibit Number</u>		<u>Page</u>
I	ARREST AND ARREST RATE TRENDS	2
II.	FELONY ARREST RATE PATTERNS	4
III.	COMPARATIVE ARREST RATES -- ALAMEDA VS. OTHER URBAN COUNTIES	6
IV.	COMPARATIVE DETENTION SYSTEM POPULATION LEVELS	7
V.	PATTERN OF BOOKINGS AT ALAMEDA COUNTY DETENTION FACILITIES -- 1982	9
VI.	COUNTY-WIDE CITATION RELEASE POLICIES	14
VII.	PRIMARY INCARCERATION ALTERNATIVES	18
VIII.	SUPPLEMENTARY COMMUNITY RESOURCES	23
IX.	ESTIMATED CONTRACT FUNDING FOR CRIMINAL JUSTICE SYSTEM ALTERNATIVES	24
X.	DETENTION FACILITY POPULATION TRENDS	29
XI.	COMPARATIVE TRENDS IN ARRESTS AND DETENTION SYSTEM POPULATIONS	31
XII.	TRENDS IN AVERAGE LENGTH OF STAY	32
XIII.	ANALYSIS OF PRE-TRIAL RELEASES -- OAKLAND JAIL BOOKINGS	37
XIV.	PROFILE OF PRE-TRIAL RELEASES FROM SANTA RITA	40
XV.	COMPOSITE OUTCOME OF BOOKINGS IN THE ALAMEDA COUNTY DETENTION SYSTEM	42
XVI.	PRE-TRIAL RELEASE PROGRAM PERFORMANCE	44
XVII.	COMPARATIVE PRE-TRIAL RELEASE PROGRAM PERFORMANCE	45
XVIII.	COMPOSITION OF COURTHOUSE JAIL AND SANTA RITA POPULATION BY SEX OF INMATE	49
XIX.	CHARGE AND SENTENCE COMPOSITION OF THE DETENTION SYSTEM POPULATION	51
XX.	COMPARATIVE COMPOSITION OF SENTENCED POPULATIONS	53

INDEX OF EXHIBITS

<u>Exhibit Number</u>		<u>Page</u>
XXI.	LENGTH OF SENTENCE CHARACTERISTICS OF THE DETENTION SYSTEM POPULATION	55
XXII.	PREVIOUS INCARCERATION HISTORY OF SENTENCED INMATES	58
XXIII.	ARRESTED CHARGE VERSUS CONVICTED CHARGE FOR SENTENCED INMATES	60
XXIV.	PRE-TRIAL CUSTODY STATUS OF SENTENCED INMATES	62
XXV.	LENGTH OF STAY OF PRE-TRIAL INMATES	63
XXVI.	PREVIOUS CONVICTION HISTORY OF PRE-TRIAL INMATES	64
XXVII.	ARRESTED CHARGE VERSUS CURRENT CHARGE FOR PRE-TRIAL INMATES	65
XXVIII.	ARRESTS -- BOOKING RELATIONSHIP	74
XXIX.	PROJECTION ASSUMPTIONS FOR FUTURE	76
XXX.	HIGH AND LOW RANGE PROJECTIONS FOR SHERIFF'S DETENTION FACILITIES	79
XXXI.	MID-RANGE PROJECTIONS	84
XXXII.	MID-RANGE PROJECTIONS THROUGH 1988	85
XXXIII.	PROJECTED BED SPACE REQUIRED TO ACCOMMODATE POPULATION FLUCTUATIONS	88
XXXIV.	BREAKDOWN OF BED SPACE REQUIREMENTS BY TYPE	89
XXXV.	COMPARATIVE SENTENCING PATTERNS	91
XXXVI.	POTENTIAL IMPACT OF CHANGES IN SENTENCING PATTERNS ON PROJECTED POPULATION LEVELS	93
XXXVII.	RELEVANT DATA ABOUT THE OAKLAND JAIL	95
XXXVIII.	PROJECTED AVERAGE DAILY POPULATIONS OF CITY JAILS	97
XXXIX.	PROJECTED IMPACT OF CITY JAIL CLOSURE ON COUNTY PRE-TRIAL BED SPACE NEEDS	99
XL.	PROJECTED BED SPACE NEEDS ASSUMING REPLACEMENT OF SANTA RITA AND COURTHOUSE JAIL	101
XLI.	PROJECTED BED SPACE NEEDS ASSUMING REPLACEMENT OF SANTA RITA AND COURTHOUSE JAIL AND CLOSURE OF BERKELEY AND OAKLAND CITY JAILS	102

I. OVERVIEW OF THE DETENTION AND CORRECTIONS SYSTEM IN ALAMEDA COUNTY

I. OVERVIEW OF THE DETENTION AND CORRECTIONS SYSTEM IN ALAMEDA COUNTY

The report which follows analyzes corrections and detention system needs in Alameda County over a planning period through the year 2000. The report explores existing uses of alternatives to incarceration, growth in the adult justice system which impacts bed space needs in the corrections and detention system, and projects likely expected bed space requirements through the end of the planning period. As a background to analysis contained in Chapter II and III, this first chapter presents an overview of the existing corrections and detention system to include review of key trends over recent years and existing use of programs which impact detention facility population levels.

1. COUNTY ADULT ARREST RATES ARE AMONG THE HIGHEST IN THE STATE.

Exhibit I, which follows this page, shows trends in arrest volumes and arrest rates over the period 1973 through 1982 in Alameda County. Exhibit II, which follows Exhibit I, graphically displays key trends in specific felony arrest categories to include person crimes, property offenses, drug offenses, and composite felony arrests. While fluctuations have occurred over the ten year period, total growth in both arrests and arrests per 1,000 population (arrest rate) has been substantial.

- The sharp dip in felony arrests shown in 1976 largely reflects the impact of drug offense decriminalization and resulting reductions in associated penalties.
- Overall, felony arrests have grown over the planning period with growth reflecting relatively significant increases in both property offense and felony drug offense categories. While the rate of increase in felony arrests appears to have slowed in 1982, there is little indication that increases are stopping. Since 1976, both total misdemeanor arrests and misdemeanor arrest rates have grown relatively dramatically. Unlike many California

EXHIBIT I

Alameda County

ARREST AND ARREST RATE TRENDS

1. ARRESTS

	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>		
FELONY							
• Persons	2653	2896	3078	2972	2884		
• Property	5367	5432	5562	5314	5362		
• Drugs	4526	5073	4811	2572	2370		
• Sex	115	214	209	167	175		
• Others	1034	1293	1037	1041	1165		
Subtotal	<u>13695</u>	<u>14908</u>	<u>14697</u>	<u>12066</u>	<u>11956</u>		
MISDEMEANOR							
• Persons	1736	2240	2481	2698	2853		
• Property	4465	4245	4764	4487	4425		
• Drugs	1617	2001	1954	4016	4066		
• Sex	1446	1168	1334	1637	1710		
• Drunk	11847	13374	12136	6204	6489		
• Disturbance	1839	1575	1105	1068	982		
• DUI	10459	11843	11379	11069	12378		
• Traffic	14065	11546	9066	11029	11038		
• Others	6266	5577	5049	6071	5855		
Subtotal	<u>53740</u>	<u>53569</u>	<u>49268</u>	<u>48279</u>	<u>49796</u>		
TOTAL	<u>67435</u>	<u>68477</u>	<u>63965</u>	<u>60345</u>	<u>61752</u>		
	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>10-Yr.</u>	<u>5-Yr.</u>
FELONY							
• Persons	3001	3388	3497	3803	3663	4.23	5.51
• Property	5177	5890	5925	6851	7497	4.41	11.20
• Drugs	2450	2935	3129	3495	3940	-1.44	15.20
• Sex	175	174	188	204	180	6.28	0.71
• Others	1279	1224	1413	1537	1692	7.07	8.07
Subtotal	12082	13611	14152	15890	16972	2.66	10.12
MISDEMEANOR							
• Persons	2868	3323	3567	3772	4320	16.54	12.66
• Property	4260	4675	4637	4899	5720	3.12	8.57
• Drugs	3797	3610	3660	4501	5465	26.44	10.98
• Sex	1286	848	543	538	1316	-1.00	0.58
• Drunk	7849	13392	14789	14922	16711	4.56	28.23
• Disturbance	870	1180	1296	1555	1511	-1.98	18.42
• DUI	12213	12501	12963	14112	14893	4.71	5.49
• Traffic	12334	13735	14956	15101	15120	0.83	5.65
• Others	5818	6777	8519	9570	11981	10.13	26.48
Subtotal	<u>51295</u>	<u>60041</u>	<u>65050</u>	<u>68970</u>	<u>77037</u>	<u>4.82</u>	<u>12.55</u>
TOTAL	<u>63377</u>	<u>73652</u>	<u>79202</u>	<u>84860</u>	<u>94009</u>	<u>4.38</u>	<u>12.08</u>

EXHIBIT I (2)

2. ARREST RATES PER 100,000 POPULATION

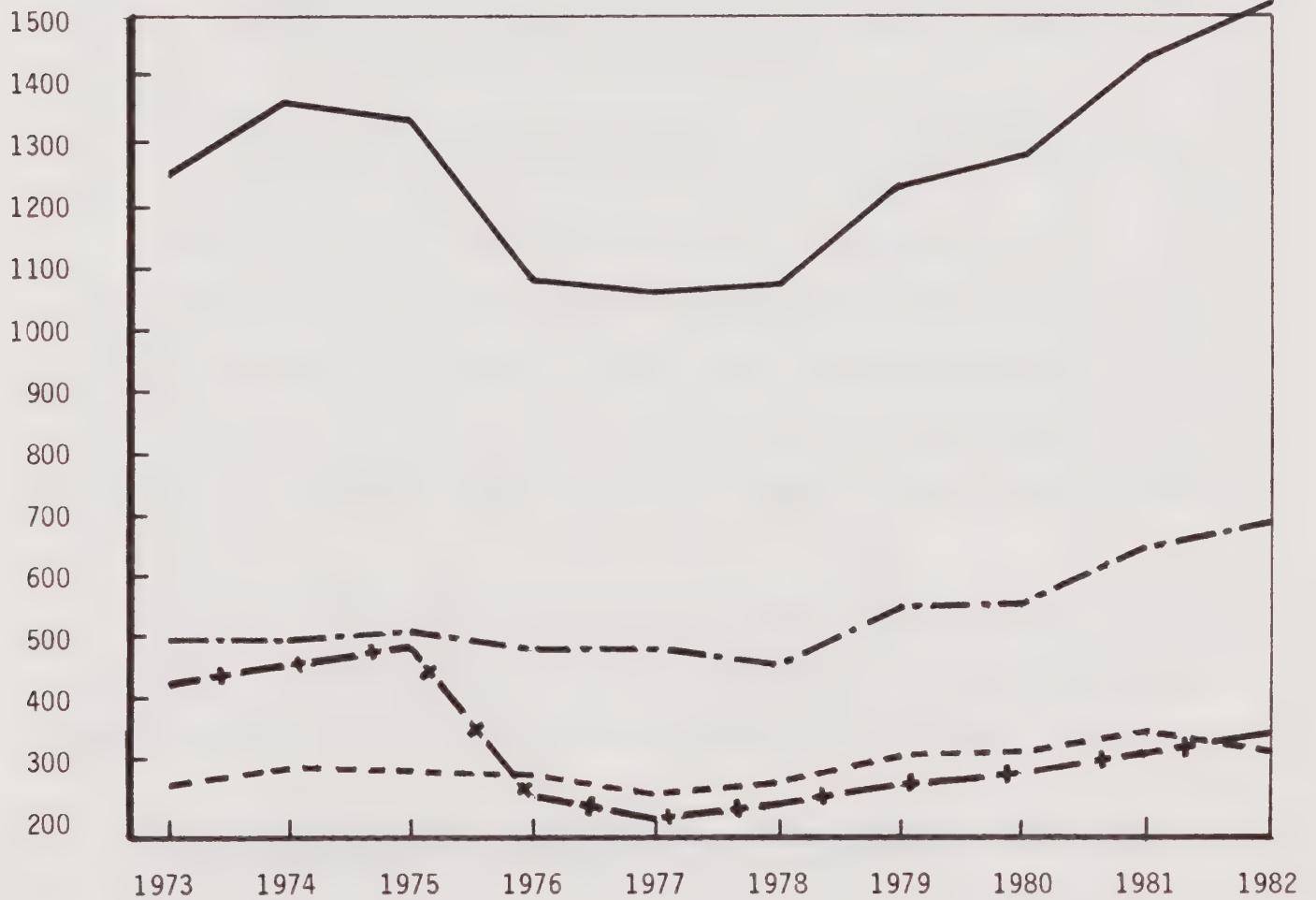
	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>		
FELONY							
• Persons	242.28	263.51	277.80	268.72	260.52		
• Property	490.14	494.27	501.99	480.47	484.37		
• Drugs	413.33	461.60	434.21	232.55	214.09		
• Sex	10.50	19.47	18.86	15.10	15.81		
• Others	94.43	117.65	93.59	94.12	105.24		
Subtotal	<u>1250.68</u>	<u>1356.51</u>	<u>1326.44</u>	<u>1090.96</u>	<u>1080.04</u>		
MISDEMEANOR							
• Persons	158.54	203.82	223.92	243.94	257.72		
• Property	407.76	386.26	429.96	405.70	399.73		
• Drugs	147.67	182.07	176.35	363.11	367.30		
• Sex	132.05	106.28	120.40	148.01	154.47		
• Drunk	1081.92	1216.92	1095.31	560.94	586.18		
• Disturbance	167.95	143.31	99.73	96.56	88.71		
• DUI	955.16	1077.62	1026.99	1000.81	1118.16		
• Traffic	1284.47	1050.59	818.23	997.20	997.11		
• Others	572.24	507.46	455.69	548.92	528.91		
Subtotal	<u>4907.76</u>	<u>4874.34</u>	<u>4446.57</u>	<u>4365.19</u>	<u>4498.28</u>		
TOTAL	<u>6158.45</u>	<u>6230.85</u>	<u>5773.01</u>	<u>5456.15</u>	<u>5578.32</u>		
Population	10.95	10.99	11.08	11.06	11.07		
	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>10-Yr.</u>	<u>5-Yr.</u>
FELONY							
• Persons	270.36	306.88	316.18	340.16	324.45	3.77	5.00
• Property	466.40	533.51	535.71	612.79	664.04	3.94	10.59
• Drugs	220.72	265.85	282.91	312.61	348.98	-1.73	14.53
• Sex	15.77	15.76	17.00	18.25	15.94	5.75	0.28
• Others	115.23	110.87	127.76	137.48	149.87	6.52	7.52
Subtotal	<u>1088.47</u>	<u>1232.88</u>	<u>1279.57</u>	<u>1421.29</u>	<u>1503.28</u>	<u>2.24</u>	<u>9.53</u>
MISDEMEANOR							
• Persons	258.38	301.00	322.51	337.39	382.64	15.71	12.02
• Property	383.78	423.46	419.26	438.19	506.64	2.69	8.00
• Drugs	342.07	326.99	330.92	402.59	484.06	25.31	10.38
• Sex	115.86	76.81	49.10	48.12	116.56	-1.30	0.15
• Drunk	707.12	1213.04	1337.16	1334.70	1480.16	4.09	27.33
• Disturbance	78.38	106.88	117.18	139.09	133.84	-2.26	17.69
• DUI	1100.27	1132.34	1172.06	1262.25	1319.13	4.23	4.97
• Traffic	1111.17	1244.11	1352.26	1350.72	1339.24	0.47	5.13
• Others	524.14	613.86	770.25	855.99	1061.20	9.49	25.62
Subtotal	<u>4621.17</u>	<u>5438.50</u>	<u>5881.56</u>	<u>6169.05</u>	<u>6823.47</u>	<u>4.34</u>	<u>11.91</u>
TOTAL	<u>5709.64</u>	<u>6671.38</u>	<u>7161.12</u>	<u>7190.34</u>	<u>8326.75</u>	<u>3.91</u>	<u>11.46</u>
Population	11.10	11.04	11.06	11.18	11.29	0.35	0.43

EXHIBIT II

Alameda County

FELONY ARREST RATE PATTERNS

Arrest Rate
Per 100,000
Population



_____: All Felonies
 - - - - -: Felony Person Crimes
 - . - . -: Felony Property Crimes
 - + - + -: Felony Drug Offenses

counties, drunk driving arrests have not been a major contributor to overall growth in misdemeanor arrests and the misdemeanor arrest rate increase. DUI arrests have grown, but at rates slower than many other misdemeanor offense categories.

- To a great extent, variations in misdemeanor arrests reflect shifts in enforcement policies related to public inebriates. Much of the significant increase in misdemeanor arrests observed over the last five years can be attributed to public inebriation arrests. Nevertheless, even if public inebriation arrests are excepted, total misdemeanor arrests have still increased by more than 40% since 1976.
- Like felony arrests, there is little indication that misdemeanor arrests have stabilized and that no future growth can be expected based on review of past trends.

Exhibit III, which follows this page, compares Alameda County's arrest rates with other urban counties in California. As can be seen from the data displayed in the exhibit, Alameda County ranks toward the "top" in overall felony arrest rates as well as the frequency of arrests per 100,000 population involving anti-person offenses, property offenses, drug offenses, and the like.

Subsequent sections of this report will contain further analysis of the likely arrest trends in Alameda County in preparation for the projection of expected detention and correction facility populations in future years.

2. ON A COMPARATIVE BASIS, INCARCERATION LEVELS IN ALAMEDA COUNTY ARE LOWER THAN A NUMBER OF URBAN COUNTIES IN CALIFORNIA.

One of the key issues in assessing future detention and correction system bed space needs is analysis of the extent to which alternatives to incarceration for both pre-trial and sentenced inmates are being employed to moderate system population levels. Exhibit IV, which follows Exhibit III, shows several comparative measures involving both Alameda County and other urban counties in California. As the data displayed in the exhibit

EXHIBIT III

Alameda County

COMPARATIVE ARREST RATES
ALAMEDA VERSUS OTHER URBAN COUNTIES

County	Felony Arrest Rates Per 100,000 Population					
	Total Felony		Anti-Person	Property	Drug	Other
	#	Rank	Crime	Crime	Offense	Felony
Alameda	1,421.3	4	340.2	612.8	312.6	155.7
Contra Costa	819.3	12	177.8	326.3	184.1	131.0
Fresno	1,143.3	7	336.1	507.6	131.5	168.2
Kern	1,485.9	3	396.7	565.9	349.8	173.5
Los Angeles	1,569.8	2	382.2	650.9	330.0	206.7
Orange	901.0	10	169.8	389.2	223.9	118.1
Sacramento	1,161.2	6	281.6	429.7	175.3	274.7
San Bernardino	1,226.6	5	293.0	519.3	203.4	210.3
Riverside	1,129.4	9	255.3	470.9	220.6	182.6
San Diego	1,135.1	8	235.2	467.3	265.6	167.0
San Francisco	2,253.3	1	493.7	728.3	602.7	428.6
San Mateo	697.6	13	144.2	307.7	93.2	152.5
Santa Clara	856.3	11	147.7	365.5	214.3	128.8
Statewide	1,211.9	-	278.8	502.0	251.2	180.0

EXHIBIT IV

Alameda County

COMPARATIVE DETENTION SYSTEM
POPULATION LEVELS

<u>County</u>	<u>Detention System</u> <u>Average Daily Population</u> <u>Per 1,000</u>		<u>Comparative Arrest Rates</u>			
	<u>Population</u>	<u>Rank</u>	<u>Felony</u>		<u>Misdemeanor</u>	
			<u>No.</u>	<u>Rank</u>	<u>No.</u>	<u>Rank</u>
Alameda	1.76	5	1,421.3	3	6,169.1	2
Contra Costa	1.23	9	819.3	9	3,122.5	9
Fresno	2.07	2	1,143.3	5	6,987.0	1
Kern	3.59	1	1,485.9	2	5,972.5	4
Los Angeles	1.74	6	1,569.8	1	4,367.2	5
Sacramento	1.92	3	1,161.2	4	4,129.6	6
Riverside	1.41	8	1,129.4	7	3,748.7	8
San Diego	1.43	7	1,135.1	6	6,106.7	3
Santa Clara	1.83	4	856.3	8	3,795.2	7

indicate Alameda County ranks comparatively higher than most others in criminal activity as measured by felony and misdemeanor arrests. In terms of proportion of the population incarcerated in local detention facilities, however, Alameda County falls in the middle of the rankings. This suggests that Alameda County makes greater use of pre-trial and post-sentence alternatives than the counties employed for comparison purposes in Exhibit IV. Subsequent sections of this report will explore effectiveness of existing programs involving alternatives to incarceration for both pre-trial and sentenced inmates.

3. CITY JAILS PROVIDE INTAKE POINTS FOR THE MAJORITY OF ADULT OFFENDERS AND ARE DEEPLY INVOLVED WITH COUNTY EFFORTS TO CONTROL SYSTEM POPULATION LEVELS THROUGH PRE-TRIAL RELEASE.

In most California counties, the county operated jail system provides the major intake point for most pre-trial bookings, houses most pre-trial inmates and provides housing for individuals convicted and sentenced to local incarceration. However, in Alameda County, city jails play a major role in regard to the intake of pre-trial inmates in the local detention and correction system. Any evaluation of pre-trial release programs through release on own recognizance or citation release, and understanding of key patterns within the adult corrections and detention system needs to incorporate activities which occur at both the city and county operated jail level. Additionally, many current county efforts focusing on the control of pre-trial population levels take place at the local city jail level.

Exhibit V, which follows this page, traces the pattern of pre-trial and commitment bookings in the Alameda County detention and corrections system. Data displayed in the exhibit reflect the results of analysis of system-wide bookings occurring during the calendar year 1982.

EXHIBIT V

Alameda County

PATTERN OF BOOKINGS AT
ALAMEDA COUNTY DETENTION FACILITIES
-1982-

Facility	<u>Pre-Trial</u> <u>Intake Bookings</u>		<u>Post-Arraignment</u> <u>Pre-Trial Bookings</u>		<u>Commitment</u> <u>Bookings</u>	
	#	% of Total Intake	#	% of Total Intake	#	% of Total Intake
Santa Rita	14,729	14.1%	11,128	100.0%	6,873	76.4%
Other Sheriff's Facilities	-				2,118	23.6
Oakland Jail	53,709	51.5				
Berkeley Jail	7,509	7.2				
Fremont Jail	12,601	12.1				
Hayward Jail	10,326	9.9				
San Leandro Jail	4,171	4.0				
Albany Jail	1,135	1.2				
Total	<u>104,180</u>	<u>100.0%</u>	<u>11,128</u>	<u>100.0%</u>	<u>8,991</u>	<u>100.0%</u>

As can be seen from the data displayed in the exhibit, a relatively small proportion of pre-trial bookings involve direct intake to a sheriff's facility. Approximately 14% of initial pre-trial bookings occur at Santa Rita, with nearly 86% involving intake pre-trial bookings at the city jail level. Subsequently, following arraignment, individuals who are still in custody are usually transferred to Santa Rita for holding during the adjudication process. As can be seen from Exhibit V, during 1982, there were approximately 11,000 post-arraignment pre-trial bookings at Santa Rita. This represents approximately 12% of the initial pre-trial bookings which occurred at a city jail facility. The remaining 88% were either were either accorded pre-trial release at the city jail level, sentenced and given credit for time served, or released upon dismissal of their cases at the municipal court level. Additionally, bookings into the sheriff's system involve individuals who were presumably released during the pre-trial period but report to serve sentenced time following conviction. During 1982, there were approximately 9,000 commitment bookings in this category within the sheriff's system, with nearly three-quarters of those bookings involving individuals reporting to and serving time at Santa Rita, and approximately one-quarter involving individuals reporting to and serving their time at the sheriff's work furlough facility. Exhibit V also underscores the importance of the Oakland jail in the overall pre-trial intake system in Alameda County. During 1982, more than half of the total pre-trial intake bookings which occurred in the county involved the Oakland jail.

The overview of the "booking flow" pattern in the county underscores the importance of the city jails and operations at the city jail level in

terms of understanding the effectiveness of steps taken to control pre-trial population levels in Alameda County. The county has funded several programs which have immediate impact on controlling pre-trial population levels.

- . Alameda County Probation Department Pre-Trial Release Program. For a number of years, Alameda County has funded a pre-trial release program which is operated at both Santa Rita and the city jail level. During fiscal year 1982, the Probation Department operated program was funded at a total of \$348,452. Funding supports a staff of approximately 16 who conduct post-booking, pre-arraignment interviews at most of the city jails and at Santa Rita.
 - The Oakland city jail, where the bulk of pre-trial bookings occur, is staffed with pre-arraignment interviewers on a two shift per day, seven day a week basis.
 - For the other city jails, and at Santa Rita, where booking volume is lower, pre-arraignment interviewers are assigned on a one shift, five day per week basis.

Pre-arraignment interviewers have responsibility for interviewing most in-custody inmates who fail to make bail or receive release under misdemeanor citations shortly after booking. Interviewers collect background information, conduct limited follow-up reference checks based on information provided by inmates, and provide the information to the courts to support the pre-trial release on own recognizance decision at arraignment. Additionally, information provided by pre-trial interviewers is used by judges to make bail setting and bail reduction decisions. Information collected during the pre-arraignment interview is also used by the Probation Department to identify specific service needs of inmates during the pre-arraignment period. Under current operating approaches, the pre-trial interview and information collection process is characterized by the following:

- Interviewers do not make recommendations to the court. Information is collected and submitted to the judge for judicial decision without positive or negative recommendation.
- No formal point score system is used to assess potential qualification for release on own recognizance.

- Increasing use is being made of program resources by the bench for post-arraignment followup and data collection for bail setting and bail reduction purposes involving serious felony cases.
- The Probation Department pre-trial release service no longer includes a supervised release program. Prior to Proposition 13, the county funded a supervised release program which was terminated at the time of Proposition 13. During the same period, it was found that supervised release as operated in Alameda County was becoming a substitute for release on own recognizance rather than a cost-effective device for expanding pre-trial release for selected defendants.
- Berkeley OR Project. Alameda County also contracts for pre-trial interview and release services with the Berkeley OR Program. During 1982, the contract involved county payments of \$63,748. These resources purchased the services of two full-time staff and supported ten to fifteen volunteers who conducted pre-trial interviews at both the Berkeley and Albany jails. Program services differ moderately from the pre-trial release program operated by the Alameda County Probation Department. Principal operating approaches include the following:
 - Interview coverage is provided at both the Berkeley and Albany jails on a six day a week basis -- Sunday through Friday. Interviews are conducted in the early morning.
 - All in-custody inmates wishing to be interviewed are seen by pre-trial interviewers. Estimates indicate that approximately 50% of all individuals arrested are seen and interviewed by pre-trial release staff. In general, people interviewed involved those individuals who have been unable to post bail and those misdemeanants who have not been released under existing citation release programs.
 - Like the Alameda County Probation Department pre-trial release program, the Berkeley OR Program collects information about in-custody inmates, verifies selected informational elements, and transmits summaries of information collected to judges at arraignment. Formal recommendations for release are not made and a point score system is not used.

- Post-Booking Interview By Public Defenders. The Alameda County Public Defender's department provides staff to contact in-custody inmates prior to their arraignment to determine which inmates will require the services of a public defender and to collect basic information about the inmate's case. This service has substantial impact on average elapsed time in custody for a number of inmates involved in the adult corrections and detention system. By determining prior to arraignment which inmates will require the services of a public defender, the necessity to continue arraignment while a public defender is appointed is avoided in most cases. This reduces the elapsed time in custody for inmates who require the services of a public defender and accelerate disposition times for in-custody inmates.
- Jail Level Citation Release of Misdemeanants By Police Departments and the Sheriff's Department. Interviews with the Sheriff's Department and city police departments which operate jails indicate the jail level citation release of selected misdemeanants is emphasized by virtually all jail operators in Alameda County. Exhibit VI, which follows this page, summarizes existing citation release policies of those agencies which operate pre-trial booking intake and holding facilities in Alameda County. As can be seen from the review of the data displayed in the exhibit, all departments indicate that they emphasize citation release of qualified misdemeanants with the intent of moderating pre-trial jail and detention facility population levels. In all cases, citation release decisions are made by booking personnel and do not require the time commitment of pre-trial release interviewers assigned at the jail level by the two pre-trial release programs funded by Alameda County. As a result, citation releases are made immediately after booking for most individuals, and decision-making by booking personnel for misdemeanor citation releases free up pre-trial release interviewer staff to focus on those individuals who fail to qualify for misdemeanor citation release and who are unable to make bail. As a result, coverage of pre-trial in-custody inmates for pre-trial release consideration is maximized.

Subsequent sections of this report contain further analysis of the performance and impact of both citation release and pre-trial release activities in Alameda County.

EXHIBIT VI

Alameda County

COUNTYWIDE CITATION
RELEASE POLICIES

<u>Department</u>	<u>Current Citation Release Policy Employed at Jail Facilities</u>
Alameda PD	<ul style="list-style-type: none">• Misdemeanor citation releases are maximized to moderate number of inmates forwarded to Oakland Jail for pre-arraignment detention under contract with Oakland. Current policy is to review all misdemeanor arrests for cite release. Currently, only 23% of arrestees booked into Alameda Jail forwarded to Oakland for pre-arraignment detention.
Berkeley PD	<ul style="list-style-type: none">• Review most misdemeanor arrests for citation at/shortly after time of booking. Policy is to cite those without unpaid warrants, holds or warrants from other jurisdictions, no record of previous failures to appear, and some indication of community stability (e.g., permanent, verifiable address).
Fremont PD	<ul style="list-style-type: none">• Same policy as Berkeley.
Hayward PD	<ul style="list-style-type: none">• Same as above.
Oakland PD	<ul style="list-style-type: none">• Booking/jail security staff review all misdemeanor arrests who indicate they will not post 10% bail for citation release. Policy recently expanded to include reviewing warrant arrests for pre-trial release on citation. Public inebriates and prostitution arrests not considered for citation release. Public inebriates held until sober and then released under PC-849(b)(2). Exceptions are public inebriates who have 3 prior arrests in the last 12 months for PC-647f offenses. In general, all misdemeanants citation released except those noted above, people who choose to post bail, or people with no identification.

Current Citation Release Policy
Employed at Jail Facilities

Department

San Leandro PD

- Same policy as Berkeley, et al.

Santa Rita - Sheriff

- Essentially same policy as Oakland PD and other facilities: booking personnel make citation release decision; citation releases are emphasized by departmental policy; and program emphasis is to cite release of all pre-trial misdemeanants who have no holds, do not post 10% bail, and have some indication of community stability (e.g., an addresss).

4. ADDITIONALLY, THE COUNTY HAS SUPPORTED A BROAD VARIETY OF PROGRAMS TO MEET INMATE NEEDS WITHIN THE DETENTION AND CORRECTION SYSTEM AND TO PROVIDE POST-SENTENCE ALTERNATIVES TO TRADITIONAL INCARCERATION.

Historically and currently, Alameda County provides a substantial number of resources to provide services to inmates while they are in custody, and to provide alternatives to incarceration for selected individuals who are involved with the adult justice system. The paragraphs which follow provide an overview of both in-facility services and existing alternatives to incarceration for convicted individuals in Alameda County.

(1) A Variety of Service Programs are Provided to Inmates Within Existing Corrections and Detention Facilities..

Despite the impact of Proposition 13, Alameda County has continued to support a number of service programs which focus on incarcerated individuals. Current services include the following:

- . A criminal justice mental health program which provides outpatient services to individuals who have been released from custody and referred by the adult justice system, and in-patient services for individuals who require crisis intervention and treatment services and are not suited to housing in traditional detention facilities. During the last year, the outpatient program handled approximately 5,500 visits for service, and the in-patient program, with 24 beds, had an average daily population of 20.
- . An alcohol abuse and counseling program is operated within Santa Rita for individuals serving time who have alcohol related problems. The program provides alcohol education and counseling services within the facility, and provides referrals to community based services once an inmate is released. Program participation averages from 50 to 55 inmates at any given time.
- . A GED program is provided for inmates at Santa Rita.
- . The county provides a full scope of in-jail medical and dental services consistent with Board of Corrections and other standards.

The programs noted above provide services to inmates during the period of incarceration. In addition to these programs, the county supports a broad variety of community based and county operated services which provide alternatives to incarceration for individuals who are convicted of offenses in Alameda County and sentencing options for judges in regard to these convicted defendants.

(2) Post-Sentence Programs Provide Significant Alternatives To Incarceration Through a Broad Network of County Operated and Community Based Programs.

Historically, Alameda County has supported a broad network of community based programs which provide services to county residents to include individuals involved with the adult justice system. This broad network of programs has survived funding cutbacks associated with Proposition 13 and continues to provide services through community based resources to a wide variety of clients to include participants in the adult justice system.

As part of the needs assessment analysis, a broad gauge survey of community based programs was conducted to document the scope and nature of services currently provided, the proportion of program participants which involved referrals from the adult justice system, and the proportion of county provided resources used to support services delivered to individuals involved with the adult justice system. Exhibit VII, which follows this page, provides an overview of the primary community based programs currently supported by Alameda County which provide alternatives to incarceration for individuals convicted of offenses or diverted from the justice system.

EXHIBIT VII

Alameda County

PRIMARY INCARCERATION ALTERNATIVES

PROGRAM NAME	SERVICE FOCUS		1982 CLIENT POPULATION		
	Service Type	Client Type	Referral Source	Number	
				Fel.	Misd.
Allied Fellowship	Half-Way House	Post-Sentence Ex-Offenders	Santa Rita, Probation Dept., Courts	60	90
Berkeley Alcohol/Drug Services	Outpatient Prevention & Intervention	Male/Female Substance Abusers	Municipal Ct./Probation Dept.	26	190
Berkeley Police Project	Mental Health Crises Intervention, Consultation	- - -	Police Dept. Probation Department	75 (est.)	1400 (est.)
Berkeley Court Program	Mental Health Diversion Treatment	Mentally/Emotionally disturbed minor offenders	Municipal Court, Probation	N/A	N/A
Bi-Bett DUI	Drinking Driver Program	First offense DUI	Hayward Municipal Court	-	1300 (est.)
Center - Detox	Alcohol Detox/Hayward and Pleasanton	Public inebriate, others	Police, self, family/friends	N/A	N/A
Center/Alcohol	Alcohol Outpatient Counseling	Convicted repeat offenders	Municipal Court Probation Dept.	25	230
Center/Drugs	Drug Abuse Outpatient Diversion	Convicted misdemeanants, diversion cases	Municipal Court Probation Dept.	10	290
Center/DUI	Drinking Driver Program	First offense DUI	Municipal Court	-	650
Center/Volunteers	Volunteer in Lieu of Fine	Minor Misdemeanants	Municipal Court	-	26
C.U.R.A.	Residential Drug Treatment	Convicted Male/Female Drug Abusers	Courts (Supr. and Muni, Probation	41	63
East Bay Rehab. Project	Residential Alcohol Treatment	Convicted Chronic Male Alcoholics	Santa Rita Alc.Program Munic. Court	-	71

PROGRAM NAME	SERVICE FOCUS		1982 CLIENT POPULATION		
	Service Type	Client Type	Referral Source	Number	
				Fel.	Misd.
415 Society	Work in Lieu of Fine/Jail	Convicted, short sentence misde-meanants	Municipal Court	9	27
14th Street Clinic	Methadone Maintenance Drug Detox	Convicted & post-sen-tence heroin abusers	Probation Department, Courts	N/A	N/A
G. R. O. U. P.	Residential Alcohol Treatment	Convicted and Di-verted male and female alcoholics	Probation Department	26 Total	
H. A. A. R. T.	Drug Abuse Counseling, Methadone Maint./Detox	Convicted males/females	Probation Department	54 Total	
Horizon Services	Outpatient Alcohol Treat-ment/Some Drug Treatment	Convicted minor offenders	Probation Department	249 Total	
Cronin House	Residential Alcoholism Treatment	Convicted males/females	Probation Department	48 Total	
Chrysalis	Residential Alcoholism Treatment	Convicted/diverted females	Municipal Court; Pro-bation Dept.	-	14
Narcotics Education League	Residential Drug Treat-ment	Convicted and di-verted drug users male/female	Courts Probation	617	1620
M. A. T. A.	Outpatient Alcohol Coun-seling/Screening and Referral	Hispanic convicted misdemeanants	Municipal Court; Pro-bation Dept.	18	859
El Chante	Alcohol Recovery Home	Hispanic males convicted and post sentence	Santa Rita, Courts Probation Dept	10	
Native American Alcoholism Program (New Dawn Lodge/ White Cloud Lodge)	Alcohol Residential Recovery Home	Convicted/diverted with alcohol prob-lems	Probation Dept.	10	25
New Bridge Foundation	Residential Drug Treatment	Convicted	Courts, Probation Dept.	80	60

EXHIBIT VII (3)

PROGRAM NAME	SERVICE FOCUS		1982 CLIENT POPULATION		
	Service Type	Client Type	Referral Source	Number	
				Fel.	Misd.
Oakland Community Counseling	Outpatient Drug Counseling	Diverted Misdemeanants	Probation	-	116
Occupational Health Services - First Offender DUI	Outpatient Alcohol Counseling	Convicted DUI Offenders	Municipal Court	-	1663
Occupational Health Services - OATS Program	Outpatient Alcohol Counseling	Convicted Offenders	Probation Department	4	22
Occupational Health Services - 2nd Offender Prog.	Outpatient DUI Program in lieu of 2-day jail	Convicted 2nd Offense DUI	Municipal Court	-	986
Parental Stress	Counseling for child abuse/diversion	Child Abuse 1st offenders	Police, D. A.	144 Total	
Project Eden	Outpatient drug counseling	Convicted/Diverted Males/Females	Probation De- partment, Courts	49	225
Salvation Army Rehab. Program	90-Day residential alcohol	Convicted minor offender males	Probation Department, Muni. Court	10	90
Second Chance - DUI	8 week outpatient alcohol counseling	Convicted first offender DUI	Municipal Court	30	587
Second Chance - Outpatient	Outpatient drug/ alcohol counseling	Convicted males/ females	Courts, Probation Department	13	114
Second Chance - PC 1000 Program	Outpatient drug/ alcohol counseling	Diverted/pre-trial minor offenders	Probation	-	318
Serenity/Redwood City	Drug residential	Convicted/diverted males/females in lieu of jail	Courts	3	3
W. Oakland Residential Services	Residential Alcohol treatment	Black adults con- victed/diverted pre-trial	Sup. and Muni. Courts; Pro- bation.	18	139

EXHIBIT VII (4)

PROGRAM NAME	SERVICE FOCUS		1982 CLIENT POPULATION		
	Service Type	Client Type	Referral Source	Number	
				Fel.	Misd.
Trouble House	Drug information and referral, counseling diversion-opiate addiction	Drug diversion cases/in lieu of jail sentences	Courts, Probation	15	60
N.O.W. Residential Services	Residential Alcohol treatment	Diversion/pre-trial cases	Courts; Probation Dept.	-	41
W. Oakland Health Center Methadone	Methadone Maint.	Hard-core Heroin addicts	Courts; Probation Dept.	98 Total	
Volunteer Bureau	Counseling/job placement in lieu of jail/fine	Post-sentence probationers, misdemeanor court referrals	Courts; Probation Dept.		7000 (est.)
Seventh Step Foundation (Women's Program)	Residential in Lieu of Jail	Female probationers, ex-offenders sentenced & Un-sentenced referrals	Santa Rita; Courts; Probation; self; CYA	100+ Total	
Seventh Step Foundation Freedom House (Men's Program)	Residential, post-sentence social detox in lieu of jail	Male probationers, ex-offenders sentenced & un-sentenced.	Santa Rita; Courts; Probation; self; CYA	180	20
Project Intercept	Counseling, job finding diversion	1st time misdemeanants, some ex-offenders	DA; Courts; Probation.		1364

Exhibit VIII, which follows this page, shows additional supplementary community resources supported by the county which provide services which can be used by individuals involved in the justice system, but which do not provide direct alternatives to incarceration. Exhibit IX, which follows Exhibit VIII, shows county resources currently devoted to the support of alternative to incarceration programs and provides an estimate of the proportion of those resources which are employed to directly support services to justice system referrals. Principal conclusions which can be drawn through review of the data shown in Exhibit VII include the following:

- . During the last year, an estimated 21,000 people received criminal justice related services from the various programs funded to provide alternatives to traditional incarceration. This total represents approximately one-half of the individuals who were convicted of a felony or misdemeanor offense in Alameda County during 1982.
- . During fiscal year 1982-1983, total county funds allocated to support of these programs equalled \$5.2 million. Of this total, approximately \$2.1 million involved services to individuals involved with the adult justice system.
- . Funding supports a network of more than 400 beds available for residential services to individuals involved with the adult justice system. This involves a mix of beds for individuals involved with substance abuse problems as well as de-tox and longer term residential treatment services for individuals with alcohol abuse problems. In total, from both the perspective of dollars expended, beds provided, and services available, this represents a major commitment to providing a broad network of alternatives to incarceration for adults involved with the justice system in Alameda County.

It needs to be clearly understood that not all resources expended or people involved with alternative programs represent individuals who would be likely to be incarcerated if these programs

SUPPLEMENTARY COMMUNITY RESOURCES

Private Alcohol Medical Model Facilities

Alta Bates Hospital
Gladman Memorial Hospital
Merritt-Peralta Institute
Oak Knoll Naval Hospital
St. Rose Recovery Unit
Starting Point/Vesper Hospital

Alcohol Outpatient

Alcoholics Anonymous
Community Corner
Navy Alcohol Safety Action Program
V. A. Alcohol Program
Kaiser-Alpha Clinics

Alcohol Recovery Homes

Marin Services for Women
New Fortunes
Renaissance
Women's Recovery Assoc.

Drug Programs

San Leandro Community Counseling

Job/Training Programs

Adelante, Inc.
Human Resources Development Institute
Jubilee West
Real Estate Training - Probation Dept.
Eden I & R

Mental Health Programs

Eden Mental Health
Tri Cities Mental Health
W. Oakland Mental Health Center
La Familia Counseling Services
Berkeley Mental Health Services
Valley Mental Health
Alameda Mental Health
Central Mental Health
E. Oakland Mental Health

EXHIBIT IX

Alameda County

ESTIMATED CONTRACT FUNDING FOR
CRIMINAL JUSTICE SYSTEM REFERRALS

PROGRAM NAME	BEDS	TOTAL COUNTY- ALLOCATED FUNDING	% CRIMINAL JUSTICE CLIENTS	ESTIMATED CRIMINAL JUSTICE COMMITMENT
Allied Fellowship	21	\$ 55,477	100%	\$ 55,477
Berkeley Alcohol/Drugs		152,026	40%	60,810
Berkeley Police Project		82,000	80%	65,600
Bi-Bett DUI		74,150	100%	74,150
The Center - Outpatient		139,360	25%	34,840
The Center - Detox	26	345,006	20%	69,000
Chrysalis	15	115,267	30%	34,580
Cronin House	35	273,155	16%	43,700
C. U. R. A.	46	105,300	33%	34,749
East Bay Rehab.	34	66,037	45%	29,716
El Chante	21	137,081	20%	27,416
G. R. O. U. P.		154,228	23%	35,470
H. A. A. R. T.		340,218	20%	68,040
Herrick Hosp. Methadone		196,426	70%	137,498
Horizon House	38	193,445	20%	38,689
Horizon Services		76,499	20%	15,300
M. A. T. A.		55,131	23%	12,680
Narcotics Education League	21	187,257	70%	131,080
N. E. L. - Ex Addicts		34,387	60%	20,632
N. E. L. II		143,600	60%	86,160
New Bridge Foundation	50	270,876	60%	162,525
Oakland Community Counseling		100,065	50%	50,032
Project Eden		121,825	25%	30,455
Project Intercept		265,000	100%	265,000
415 Society		40,229	10%	4,022
Parental Stress		230,453	20%	46,090
Second Chance		163,930	30%	49,180
Seventh Step Foundation	12	122,949	100%	122,949
W. Oakland Health Center-Drug	52	249,139	40%	99,655
W. Oakland Health Center-Detox	10	231,161	30%	69,348
W. Oakland Health Center-Alcohol		154,912	30%	46,470
Freedom House	22	150,583	90%	135,525
Volunteer Bureau - Community Serv. Alternatives		198,299	100%	198,299
	403	\$5,225,471		\$2,288,486

did not exist. Clearly, not all of the approximately 21,000 people noted above would have been incarcerated if county resources were not devoted to the support of the alternative programs outlined in the three exhibits. As part of our analysis of existing community based alternative programs, an attempt was made to document the nature and characteristics of referrals dealt with by the programs -- with the intent of identifying the proportion of the total alternative population who might be considered candidates for jail time if the alternative programs did not exist. This analysis of client population is displayed in Table 1 which follows:

Table 1

Characteristics of Alternative
Program Client Population

<u>Population Component</u>	<u>Estimated Number</u>	<u>Percent of Total</u>
Convicted felons and misdemeanants with previous conviction history	1,976	9.1%
1st time offenders and minor misdemeanants.	12,461	57.4
1st time drunk drivers.	4,230	19.5
Public Inebriates	2,050	9.4
2nd time drunk drivers	986	4.6
	<u>21,703</u>	<u>100.0%</u>

As can be seen from the data displayed in the table, approximately 9% of the client population involved convicted felons and misdemeanants with previous conviction histories -- individuals who could be considered to be likely candidates for incarceration in the absence of available sentencing alternatives. Additionally, approximately

4.6% of the population involves individuals convicted for a second driving while under the influence offense -- a conviction which could involve two days in jail if an alternative program were unavailable. The remainder of the population largely involves individuals who would be unlikely to receive jail time in the absence of the service programs described in this section. These include approximately 2,000 public inebriates, 4,000+ first offense drunk drivers, and more than 12,000 first time offenders or minor misdemeanants. Sentencing practices in Alameda as well as other urban California counties indicate that most individuals in these categories would be unlikely to receive jail time if alternative sentencing options were unavailable.

Nevertheless, analysis indicates that the portion of the alternative program participant population which could be considered to be likely candidates for sentenced jail time in the absence of programs could have substantial impact on jail and detention facility population levels in Alameda County. As subsequent analysis will show, the average felon released from custody in Alameda County serves approximately 86 days, while the average misdemeanor who receives sentenced time serves approximately 19 days. Employing these data, it is possible to estimate the impact of these sentencing alternative programs on average daily population levels. Assuming the average time served data noted above are representative, the convicted felon and misdemeanor population with previous conviction histories noted above would translate to increased sentenced population levels as noted in Table 2 which follows:

Table 2

<u>Alternative Program Participants</u>	<u>#</u>	<u>Average Length of Stay --(Days)--</u>	<u>Average Daily Population if Incarcerated</u>
Felons	756	86.1	178
Misdemeanants	<u>1,220</u>	19.1	<u>64</u>
Total	<u>1,976</u>		<u>242</u>

As can be seen from the data displayed in the table, average daily population would be increased by approximately 242 if alternative program participants were incarcerated rather than participating in the alternative programs supported by the county. This would represent an increase of more than 25% in average daily sentenced population levels registered during 1982. Clearly, county support of alternative to incarceration programs is having major impact on moderating detention system population levels in Alameda County.

In addition to the community based programs noted above, the county operates a variety of other alternatives to traditional incarceration programs through the sheriff's department and other county operations. These include the following:

- . Work Furlough. The sheriff's department operates a work furlough program for both male and female inmates of the county detention and correction system. A total of 209 work furlough spaces or "beds" are currently available. During the last year, approximately 17% of the male sentenced population and 11% of the female sentenced population participated in the work furlough program. Both male and female work furlough populations have grown steadily over recent years -- both in absolute volume and as a proportion of total sentenced population. During 1983, it is projected that the program will operate at approximately 90% of capacity, and will serve a population with increasingly extensive previous conviction histories. Since 1980, program participants with two prior

convictions have increased from 38.2% of the work furlough population to 46.2%, while the proportion of first time offenders participating in the program has decreased from 25.6% to 12.9%. This trend may reflect increasing use of community based alternatives to incarceration for offenders who were previously incarcerated. Referrals to the program include individuals who are booked directly into the work furlough program to serve their entire sentences, as well as referrals of individuals from Santa Rita who are unemployed, and are assigned to the program for transition to the community during the final periods of their sentenced time. Assignment to the work furlough program for selected unemployed inmates from the Santa Rita population provide the opportunities for individuals to find jobs upon release from custody.

- Weekend Work Program. In January of 1983, the sheriff's department established a weekend work program as an alternative to weekend or other incarceration for selected short sentence inmates. Under the provisions of the program, individuals are referred from court for participation in the program to include individuals who had previously served time at Santa Rita. During the first two months of program operations, approximately 1,400 inmate days were avoided by having convicted defendants work in the weekend program. This has had major impact on moderating weekend fluctuation in sentenced population levels within the detention and correction system.
- Five Day Early Out. It is the sheriff's department practice to provide "five day early outs" to all qualified sentenced individuals under the provisions of the Penal Code. A subsequent section of this report will show the scope of five day early out releases under Penal Code section 4024.
- Sheriff's Parole. Used relatively infrequently in Alameda County. Subsequent analysis of sentenced populations will demonstrate that people who are likely candidates for sheriff's parole in other counties which make more extensive use of the parole program generally are not incarcerated in Alameda County.

5. DESPITE THE COMMITMENT TO ALTERNATIVE PROGRAMS, DETENTION FACILITY POPULATIONS HAVE INCREASED STEADILY OVER RECENT YEARS.

Exhibit X, which follows this page, shows trends in Alameda County detention facility population levels over the period since 1973. The exhibit also shows trends in population composition by both sex and pre-trial versus sentenced status. As can be seen from the data displayed in the exhibit, both pre-trial and sentenced population levels have fluctuated over the ten year period, but have exhibited an overall upward trend for

EXHIBIT X

Alameda County

DETENTION FACILITY POPULATION TRENDS

1. TRENDS IN AVERAGE DAILY POPULATION

Year	Male			Female			Total		
	Pre-Trial	Sentenced	Total	Pre-Trial	Sentenced	Total	Pre-Trial	Sentenced	Total
1973	492	689	1181	52	47	99	544	735	1280
1974	562	730	1292	57	51	108	619	781	1400
1975	524	700	1224	61	58	119	585	758	1343
1976	562	905	1467	57	93	150	619	998	1617
1977	578	936	1514	61	105	166	639	1041	1680
1978	610	735	1345	69	84	153	679	819	1498
1979	582	648	1230	54	69	123	636	717	1353
1980	639	677	1316	69	61	130	708	738	1446
1981	729	698	1427	69	70	139	798	768	1556
1982	795	930	1725	83	112	195	878	1042	1920

Average Change

10-yr:	5.71	4.85	6.2	13.5	5.6	5.3
7-yr:	6.29	5.96	5.6	14.1	6.0	5.5
6-yr:	6.12	1.82	7.8	6.1	6.0	1.1
5-yr:	6.78	1.50	7.9	4.8	6.7	1.8

2. TRENDS IN POPULATION COMPOSITION

	Male		Female		Total	
	Pre-Trial	Sentenced	Pre-Trial	Sentenced	Pre-Trial	Sentenced
1973	41.7%	58.3%	52.5%	47.5%	42.5%	57.5%
1974	43.5	56.5	52.8	47.2	44.2	55.8
1975	42.8	57.2	51.3	48.7	43.6	56.4
1976	38.3	61.7	38.0	62.0	38.3	61.7
1977	38.2	61.8	36.7	63.3	38.0	62.0
1978	45.4	54.6	45.1	54.9	45.3	54.7
1979	47.3	52.7	43.9	56.1	47.0	53.0
1980	48.6	51.4	53.1	46.9	49.0	51.0
1981	51.1	48.9	49.6	50.4	51.3	48.7
1982	46.1	53.9	42.6	57.4	45.7	54.3

both male and female inmates. Exhibit XI, which follows this page, compares trends in detention system population levels with overall adult justice system volume as measured by felony and misdemeanor arrests recorded by the California Bureau of Criminal Statistics. As can be seen from the data displayed in the exhibit, recent growth in pre-trial population levels generally parallels increases in both felony and misdemeanor arrests. Comparable relationships between trends and pre-trial population levels and felony and misdemeanor arrests were not necessarily observed in previous years. Additionally, sentenced population levels in recent years have grown at rates substantially above growth in adult justice system volume as measured by felony and misdemeanor arrests. This undoubtedly reflects the impact of recent legislative changes involving mandatory sentencing as well as community attitudes involving "get tough on crime". It is interesting to note that growth in detention system population has occurred despite county commitments to providing major alternatives to incarceration for both pre-trial and sentenced inmates.

6. AVERAGE LENGTHS OF STAY HAVE REMAINED RELATIVELY CONSTANT OVER RECENT YEARS.

Subsequent analysis involving projection of detention facility population levels will be based on assumptions about average length of stay per booking and growth in both bookings and adult felony and misdemeanor arrests in Alameda County. Exhibit XII, which follows Exhibit XI, shows trends in average length of stay per booking for both males and females over the period since 1973.

EXHIBIT XI

Alameda County

COMPARATIVE TRENDS IN ARRESTS AND
DETENTION SYSTEM POPULATIONS

	Detention System				Adult Arrests			
	Average Daily Population							
	Pre-Trial		Sentenced		Felony		Misdemeanor	
	%		%		%		%	
1973	492	-	689	-	13,695	-	53,740	-
1974	562	-14.2	730	+6.0	14,908	+8.9	53,569	.4
1975	524	-6.8	700	-4.1	14,697	-1.4	49,268	-8.0
1976	562	+7.3	905	+29.3	12,066	-17.9	48,279	-2.0
1977	578	+2.8	936	+3.4	11,956	-.9	49,796	+3.1
1978	610	+5.5	735	-27.3	12,082	+1.0	51,295	+3.0
1979	582	-4.6	648	-13.4	13,611	+12.7	60,041	+17.0
1980	639	+9.3	677	+4.5	14,152	+4.0	65,050	+8.3
1981	729	+14.1	698	+3.1	15,890	+12.3	68,970	+6.0
1982	795	+9.1	930	+33.2	16,972	+6.8	77,037	+11.7

EXHIBIT XII

Alameda County

TRENDS IN AVERAGE LENGTH OF STAY

<u>Year</u>	Average Length of Stay Per Booking		
	<u>Males</u>	<u>Females</u> (Days)	<u>Total</u>
1973	17.9	11.0	17.1
1974	20.0	12.6	19.2
1975	20.5	14.9	19.9
1976	22.4	17.2	21.8
1977	23.1	16.4	22.2
1978	22.3	17.0	21.6
1979	19.1	13.2	18.8
1980	18.1	12.5	17.4
1981	18.0	13.1	17.4
1982	20.7	16.1	20.1

- While average lengths of stay per booking for males have fluctuated, the 1982 average length of stay per booking of 20.7 days is comparable to ten year averages.
- Average lengths of stay per booking for female inmates of the detention and correction system have similarly fluctuated over the planning period with 1982 levels reflecting significant growth over the last three to four years. The 1982 average length of stay per booking for female inmates of 16.1 days is well above the ten year average of 14.4 days.
- Relative consistency in average lengths of stay per booking for male inmates indicates that there has probably been no major variation in pre-trial release or individual sentences over recent years. Growth in population levels appears to result directly from increases in intake volume rather than in extended lengths of stay per booking.
- The recent growth in average length of stay per booking for female inmates suggests that sentenced female inmates may be receiving longer sentences as judicial sentencing attitudes change and mandatory sentencing policies take effect.

Implications of trends in average lengths of stay per booking are explored in more detail in a subsequent section of this report.

★

★

★

★

★

The chapter which follows presents detailed characteristics of both detention facility populations, booking volumes and pre-trial release patterns to provide a basis for facility projection analyses contained in Chapter III of this report.

II. KEY CHARACTERISTICS OF CURRENT DETENTION AND CORRECTION SYSTEM OPERATIONS

II. KEY CHARACTERISTICS OF CURRENT DETENTION AND CORRECTION SYSTEM OPERATIONS

Projection of future expected detention facility populations and evaluation of opportunities to reduce those populations through alternatives to incarceration requires a full understanding of the nature and characteristics of populations dealt with. Additionally, thorough understanding of how the criminal justice system works in regard to pre-trial release, use of post-sentencing alternatives, and the like is required to draw conclusions about the potential for reducing population levels through the expansion of alternatives.

- . During the pre-trial period, there are number of options open to the criminal justice system to control the level of pre-trial populations. These options start with the potential release on citation of misdemeanants by law enforcement agencies in the field, jail level citation release by booking and jail operations personnel, and pre-trial release through release on own recognizance by the courts. Each of these decision points can have major impact on pre-trial population levels.
- . The extent to which a county supports and provides sentencing options to judges can have impact on sentenced population levels in county facilities. To the extent that a wide variety of programs are supported which provide sentencing alternatives, sentenced population levels in county facilities may be moderated as judges select options other than incarceration for selected convicted defendants.

The chapter which follows provides several perspectives on adult justice system operations in Alameda County, and on both pre-trial and sentenced populations held in jail facilities in the county. Based on a review of these populations, key conclusions related to the use of alternatives are drawn.

1. ALL AVAILABLE EVIDENCE INDICATES THAT AGGRESSIVE USE IS MADE OF PRE-TRIAL RELEASE OPTIONS IN ALAMEDA COUNTY.

To evaluate existing performance in the area of pre-trial release, a number of data collection and analytical efforts were undertaken by the project team:

- CORPUS was employed to provide booking data for each jail facility in the county for 1982. These data provided a comprehensive portrait of pre-trial intake on a county-wide basis.
- During the months of April and May, 1983, releases from both the Oakland jail and the Santa Rita Rehabilitation Center were sampled by the project team to develop data indicating the nature and scope of pre-trial and sentenced release by release option and length of stay in custody.
- Numerous interviews were conducted to determine existing pre-trial release policies and program operating approaches.
- These data were then combined and analyzed to develop a comprehensive portrait of "flow" of pre-trial and sentenced inmates within the corrections and detention system in Alameda County.

In analyzing overall performance in the area of pre-trial release, it is necessary to understand both booking volume, release policies, and release results at both the city jail as well as the sheriff's detention facility level. In Alameda County, unlike many other counties in California, the great majority of arrests and pre-trial bookings involve local jail facilities. As subsequent analysis will show, only about 14% of pre-trial intake bookings occur at the Santa Rita facility. The remaining 86%, involving original, intake bookings of newly arrested individuals, occur at the city jail level. Nearly two-thirds of these original intake

bookings involve the Oakland city jail. As a result, to paint a comprehensive portrait of pre-trial release performance, it is necessary to understand in some detail what happens at the city jail as well as the county detention facility level.

(1) A Relatively Small Proportion of Pre-Trial Inmates Are Held In Custody Until Disposition.

Exhibit XIII, which follows this page, analyzes the bookings and disposition of those bookings at the Oakland jail facility. The analysis is based on a sample of nearly 800 bookings taken during late April and early May, 1983.

- A relatively small proportion of individuals booked at the Oakland jail are ultimately forwarded to Santa Rita for longer term custody. As can be seen from the data displayed in the exhibit, only approximately 6.3% of the bookings and releases analyzed resulted in individuals being forwarded to Santa Rita for longer term custody in either a sentenced or pre-trial status.
- The individuals forwarded to Santa Rita involved a mix of individuals who plead guilty and were sentenced at arraignment and individuals held in post-arraignment pre-trial custody. Table 3 which follows displays the sentence status of Oakland jail inmates who were forwarded to Santa Rita.

Table 3

Sentence Status of Oakland Jail
Inmates Forwarded To Santa Rita

<u>Charge</u>	<u>Sentenced</u>		<u>Unsentenced</u>		<u>Total</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
Felony	8	27.6	21	72.4	29	100.0
Misdemeanor	<u>10</u>	<u>50.0</u>	<u>10</u>	<u>50.0</u>	<u>20</u>	<u>50.0</u>
Total	<u>18</u>	<u>36.7</u>	<u>31</u>	<u>63.3</u>	<u>49</u>	<u>100.0</u>

- Analysis of the data displayed in the exhibit indicates that a high proportion of individuals booked at the Oakland jail are released shortly after booking and well before formal

Alameda County

ANALYSIS OF PRE-TRIAL RELEASES
-- OAKLAND JAIL BOOKINGSOakland Jail -- 51.5% of Pre-Trial Bookings in Alameda County.

Charge	Pre-Trial Release Type														Held In Custody Post Arraignment -			
	Citation Release		OR		Bail		Time Served		No Complaint/ Dismissed		849(b)		Miscellaneous		Total		Sent to Santa Rita	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
FELONY																		
• Person Offense	-	-	1	6.3	-	-	-	-	10	62.5	5	31.2	-	-	16	100.0	12	42.9
• Property Offense	-	-	5	29.4	1	5.9	1	5.9	8	47.1	2	11.7	-	-	17	100.0	10	37.0
• Drug Offense	-	-	4	66.7	-	-	-	-	1	16.7	-	-	1	16.7	6	100.0	2	25.0
Miscellaneous	-	-	2	5.9	-	-	3	8.8	14	41.2	3	8.8	12	35.3	34	100.0	5	12.8
Felony Total			12	16.4	1	1.4	4	5.5	33	45.2	10	13.7	13	17.8	73	100.0	29	28.4
MISDEMEANOR																		
• Person Offense	7	20.6	9	26.5	5	14.7	2	5.9	10	29.4	-	-	1	2.9	34	100.0	2	5.5
• Property Offense	22	37.9	16	27.6	1	1.7	3	5.2	11	19.0	1	1.7	4	6.9	58	100.0	5	7.9
• Prostitution	31	79.5	2	5.1	-	-	1	2.6	1	2.6	-	-	4	10.2	39	100.0	2	4.9
• Drug Offense	2	4.9	22	53.7	1	2.4	8	19.5	8	19.5	-	-	-	-	41	100.0	4	8.9
• Public Inebriation	32	13.1	4	1.6	2	.8	20	8.2	3	1.2	183	75.0	-	-	244	100.0	-	-
Drunk Driving	66	78.6	11	13.1	-	-	4	4.8	3	3.6	-	-	-	-	84	100.0	-	-
Other Auto	39	28.3	11	8.0	7	5.1	58	42.0	7	5.1	-	-	16	11.6	138	100.0	6	4.2
Miscellaneous	5	25.0	4	20.0	-	-	4	20.0	6	30.0	-	-	1	5.0	20	100.0	1	4.8
Misd. Total	204	31.0	79	12.0	16	2.4	100	15.2	49	7.4	184	28.0	26	4.0	658	100.0	20	2.9
OAKLAND JAIL TOTAL	204	27.9	91	12.4	17	2.3	104	14.2	82	11.2	194	26.5	39	5.3	731	100.0	49	6.3

Average Elapsed Time In Custody By Release Type -- Days

Charge at Booking	Citation Release	OR	Bail	Time Served	No Complaint/ Dismissed	Santa Rita	849(b)
Felony	-	1.6	.5	.6	1.5	2.1	.7
Misdemeanor	.25	1.2	.5	.98	1.4	2.1	.33

arraignment in court. Principal devices for release during the pre-arraignment period include aggressive use of citation release, 849(b) release of virtually all public inebriates, and lesser use of bail and 10% bail by booked defendants. It should be noted that the relatively "low" use of 10% bail at the Oakland jail level is probably a reflection of the Oakland Police Department's aggressive jail level citation policy.

- As noted earlier, a relatively small proportion of individuals who are held in custody until arraignment are ultimately forwarded to Santa Rita. Table 4 which follows summarizes data regarding the disposition of Oakland jail bookings to include a summary of custody status and disposition of inmates who are held in custody until arraignment.

Table 4

Disposition of Oakland Jail Bookings

Released Before Arraignment	53.2%
Inmates Sent to Court	46.8%
• Released OR	11.7%
• Released Time Served	13.3%
• No Complaint/Dismissed	10.5%
• Forwarded to Other Jurisdictions, Etc.	5.0%
• Transferred to Santa Rita	6.3%

As can be seen from the data displayed in the table, more than half of the individuals booked at the Oakland jail are released before arraignment. Of the approximately 47% of individuals booked who are held in custody until arraignment, most are released at or shortly after arraignment through release on own recognizance, guilty plea and credit for time served, no formal filing of complaint, and the like. Only 6 of 100 bookings are ultimately forwarded to Santa Rita for more extended pre-trial or sentenced custody.

- The average length of stay data noted in Exhibit XIII emphasize the fact that most pre-trial inmates at the Oakland jail facility are released prior to arraignment.

As noted earlier in this chapter, the Santa Rita Rehabilitation Center plays a dual role in regard to the pre-trial custody of inmates involved in the adult corrections and detention system in Alameda County.

- It acts as an original, intake booking point for individuals arrested and brought to a jail facility by law enforcement agencies.
- It holds individuals held in post-arraignment custody who are originally booked and held prior to arraignment at the city jail level.

Exhibit XIV, which follows this page, provides a profile of pre-trial releases from the Santa Rita facility. It is based on a sample of 500 pre-trial releases taken by the project team during late April and early May, 1983. Individuals involved in the release sample include both categories of pre-trial inmates handled at Santa Rita:

- Individuals originally booked at a local city jail facility, held in pre-arraignment custody, and forwarded to Santa Rita post-arraignment.
- Individuals originally booked into Santa Rita.
- Available information made it impossible for the project team to differentiate these types of inmates. As a result, pre-trial release impact at Santa Rita is moderately understated by the exhibit displayed in Exhibit XIV. This is because people previously booked at city jails may already have been considered for pre-trial release (and denied). To really evaluate pre-trial release at Santa Rita, these people would have to be separated from people originally booked at Santa Rita. Currently available data make this impossible.
- Compared to the Oakland Jail, bail releases involve a significantly higher proportion of the release sample. This probably reflects the differing composition of intake bookings at Santa Rita (e.g. higher proportion of misdemeanor drunk driving cases), and release after bail reduction by some inmates held in more extended pre-trial custody.
- Average elapsed times in custody by release type are also longer for the Santa Rita sample. Again, this reflects the impact of the post-arraignment population which bails or is released OR after being initially held in pre-trial custody.

Alameda County

PROFILE OF PRE-TRIAL
RELEASES FROM SANTA RITASanta Rita Correctional Facility -- 14.1% of Pre-Trial Bookings in Alameda County

Charge	Citation Release		OR		Bail**		Other*		849(b)		TOTAL	
	#	%	#	%	#	%	#	%	#	%	#	%
FELONY												
• Person Offense	-	-	9	23.8	13	33.3	17	42.9	-	-	39	100.0
• Property Offense	-	-	32	30.4	35	33.9	34	32.1	4	3.6	105	100.0
• Drug Offense	-	-	6	30.0	10	50.0	4	20.0	-	-	20	100.0
• Miscellaneous	-	-	4	5.9	21	32.4	39	61.8	-	-	64	100.0
Felony Total	-	-	51	22.3	79	34.7	94	41.3	4	1.7	228	100.0
MISDEMEANOR												
• Person Offense	6	30.0	4	20.0	4	20.0	6	30.0	-	-	20	100.0
• Property Offense	6	27.3	2	9.1	8	36.4	5	27.2	-	-	21	100.0
• Drug Offense	11	22.2	7	14.8	13	25.9	13	25.9	7	11.2	51	100.0
• Drunk Driving	62	39.3	15	9.5	66	41.7	13	8.3	2	1.2	158	100.0
• Other	-	-	2	7.7	15	69.2	5	23.1	-	-	22	100.0
Misdemeanor Total	85	31.0	30	11.0	106	39.3	42	15.9	9	2.8	272	100.0
SANTA RITA TOTAL	85	16.9	81	16.2	185	37.2	136	27.4	13	2.3	500	100.0

Average Elapsed Time In Custody By Release Type -- Days

Charge at Booking	Citation Release	OR	Bail	Other	849(b)
Felony					
Misdemeanor	.8	3.3	1.8	4.6	1.5

* Includes No Complaint + Transferred to Other Jurisdictions;
Excludes time served.

** Includes 10% Bail for misdemeanants

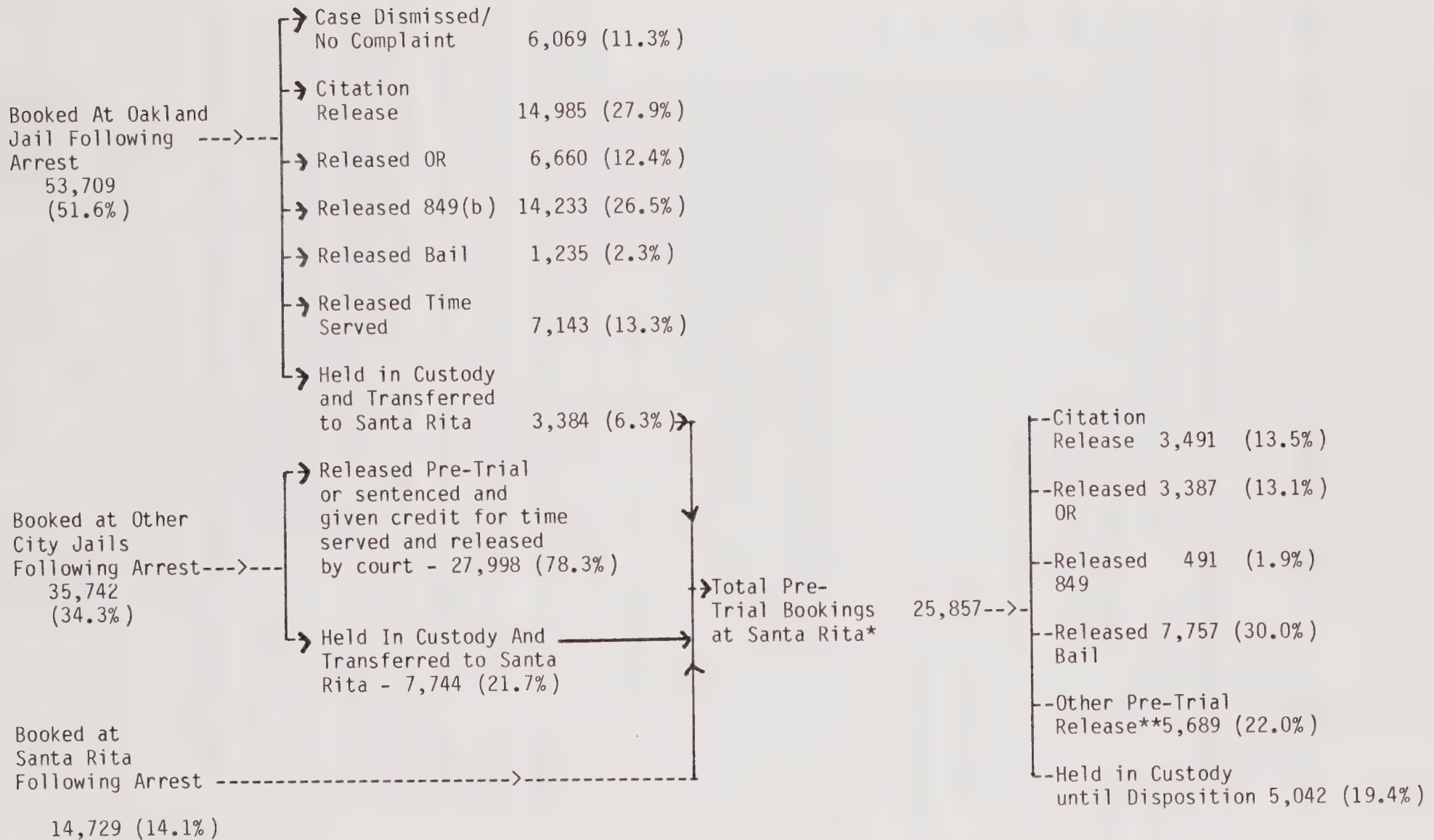
- 849(b) releases are substantially lower at the Santa Rita facility than they are at the Oakland jail. Again, this reflects the composition of bookings. Relatively few public inebriates are booked into the Santa Rita facility -- most are being booked and released at the city jail level and not forwarded to Santa Rita.

Exhibit XV, which follows this page, shows a composite overview of the outcome of all pre-trial bookings in the Alameda County detention system. It is based on a consolidated analysis of CORPUS data, and a sample of bookings and releases provided at the Oakland jail and Santa Rita facilities. Principal conclusions which can be drawn from the exhibit include the following:

- A relatively small proportion of pre-trial inmates who are transferred to Santa Rita or who are booked at Santa Rita are held in custody until disposition. Less than 20% of total pre-trial bookings at Santa Rita involve individuals who are held in custody until disposition.
 - County funded pre-trial release activities and the citation release policies and programs of individual jail operating agencies have major impact on "culling out" a high proportion of the pre-trial population both prior to arraignment and prior to longer term transfer of inmates to the Santa Rita facility.
 - In summary, all available data describing the disposition of bookings suggests that pre-trial release activities accomplished at the jail level provide a comprehensive and effective approach to moderating pre-trial populations.
- (2) County Funded Pre-Trial Release Programs Have Major Impact On Pre-Trial Population Levels and Compare Favorably with Other California Counties with Aggressive Release on Own Recognizance Programs.

As noted earlier in this report, Alameda County funds two pre-trial release programs. These are: the Probation Department operated pre-trial release program which provides pre-arraignment interviewing services at the Oakland jail, South county city jails and at

Alameda County

COMPOSITE OUTCOME OF BOOKINGS IN
THE ALAMEDA COUNTY DETENTION SYSTEM

*Pre- and post-arraignment bookings

**Case Dismissed/Transferred To Other
Jurisdiction/Etc.

Santa Rita; and the Berkeley OR Project which provides pre-arraignment interviewing at the Berkeley and Albany jails. Through data collected from the individual programs, the release analysis described above, and an overview of CORPUS booking data, it is possible to reconstruct the performance of both pre-trial release programs, and display their impact on pre-trial releases in the Alameda County Detention System. Exhibit XVI, which follows this page, shows the pre-trial release performance of both the probation department and Berkeley OR Project programs. OR releases as a percent of bookings are approximately the same for both programs.

- The Berkeley OR Project interviews a higher proportion of bookings than does the Probation Department program. In great measure, this reflects the impact of Oakland city jail operations where misdemeanants are citation released without interview by pre-trial release staff, substantially reducing the in-custody population requiring interview for OR or bail reduction purposes.

It is difficult to compare the relative effectiveness of OR programs among various counties in California. In general, consistent data are not uniformly reported about the use of release on own recognizance, and other measures of pre-trial release program performance. However, the project team has developed needs assessment analyses in a number of counties that operate pre-trial release programs. Through comparison with these counties, it is possible to develop some indication of the relative effectiveness and aggressiveness of pre-trial release approaches employed in Alameda County. Exhibit XVII, which follows Exhibit XVI, compares pre-trial release

EXHIBIT XVI

Alameda County

PRE-TRIAL RELEASE
PROGRAM PERFORMANCE1. Alameda County Pre-Trial Release Program

Covering facilities comprising 92.8% of Pre-Trial Bookings:

OR Interviews as a % of Bookings	26.87%
OR Releases as a % of Interviews	46.13%
OR Releases as a % of Bookings	12.4%
Citation Releases as a % of Bookings	27.9%
849(b) Releases as a % of Bookings	26.5%
Combined OR, Citation Releases, and 849(b) Releases as a % of Bookings	66.8%

2. Berkeley OR Project Pre-Trial Release Program

Covering 7.2% of Pre-trial Bookings:

OR Interviews as a % of Bookings	43.4%
OR Releases as a % of Interviews	30.0%
OR Releases as a % of Bookings	13.0%
Citation Releases as a % of Bookings	3.9%
849(b) Releases as a % of Bookings	N/A
Combined OR, Citation Releases, and 849(b) Releases as a % of Bookings	N/A

EXHIBIT XVII

Alameda County

COMPARATIVE PRE-TRIAL RELEASE
PROGRAM PERFORMANCE

	County		
	<u>Alameda</u>	<u>Santa Clara</u>	<u>Marin</u>
OR Interviews as a % of Pre-Trial Bookings	26.87%	62.7%	48.2%
OR Releases as a % of Pre-Trial Bookings	12.4	38.5	41.9
OR Releases as a % of OR Interviews	46.13	61.4	86.9
OR and Citation Releases as a % of Bookings	40.3	38.5	41.9
Percent of Pre-Trial Bookings which are:			
. Felonies	25.7	25.6	14.7
. Misdemeanors	74.3	74.4	85.3

program performance in Alameda County with comparable program performance in two other Bay Area counties -- Santa Clara and Marin. Santa Clara and Marin Counties were selected for comparative purposes because, of the counties studied by the project team, they have the most aggressive pre-trial release programs involving both citation release and release on own recognizance.

In reviewing the data displayed in the exhibit, some interpretation is necessary:

- In Santa Clara County and in Marin County, many individuals who are released on citation are also interviewed by pre-trial release staff to determine whether or not citation release is an appropriate mechanism. As a result, a substantially higher proportion of individuals who are booked are recorded as "OR" interviews in Santa Clara and Marin Counties. In Alameda County, citation release is made without interview, with OR interviews limited to those individuals who are held in custody who are not considered candidates for citation release.
- Similarly, in Santa Clara and Marin counties, OR releases include individuals released on their own recognizance (OR) and on misdemeanor citation. As a result, proportions of bookings resulting in OR releases in Santa Clara County and Marin County are substantially higher than those recorded in Alameda County.
- The relative comparative factor is total OR and citation releases in each of the three counties. As can be seen from the data displayed in the exhibit, Alameda County's performance of 40.3% of bookings resulting in OR or citation release is above or equivalent to the performance recorded in the two other counties with aggressive programs.

While comparisons are subject to a number of weaknesses, they do provide an additional indication of the extent to which pre-trial releases are being used as a device for moderating population levels in the Alameda County corrections and detention system.

* * * * *

Principal conclusions drawn by the project team about the county's pre-trial release performance are as follows:

- . Consistent and extensive use is made of jail level misdemeanor citation release by both the sheriff's department and city agencies involved in jail operations. Through the use of misdemeanor citation release, an extremely small proportion of individuals arrested and booked for misdemeanors are held in custody for any extended period of time.
- . Virtually no public inebriates are held in custody for extended periods of time. In general, policies around the county are consistent and include holding public inebriates until sober and then releasing them without formal adjudication under the provisions of Penal Code section 849(b).
- . County supported OR programs are paying off by facilitating the release of a substantial proportion of pre-trial felons and misdemeanants who cannot bail or do not qualify for citation release. Composite performance in the OR area is equivalent to the California counties with extremely aggressive OR and pre-trial release programs.
- . Earlier analysis in Chapter I of the report has shown that the county's incarceration rate ranking is comparatively lower than its ranking in regard to both felony and misdemeanor arrests. Given the data about pre-trial release activities noted above, this is an additional factor which suggests that pre-trial program activities are having substantial impact on moderating jail population levels in Alameda County.
- . Data available to this point indicate that future planning should probably not include the assumption that pre-trial release can be significantly expanded to moderate detention facility expansion requirements. All measures indicate that the county is performing at high levels involving those areas where there are options for dealing with the pre-trial population. As a result, practical expansion of pre-trial release appears to be unlikely.

2. DETENTION SYSTEM POPULATION PROFILES UNDERLINE THE IMPACT OF ALTERNATIVES TO INCARCERATION ON BOTH PRE-TRIAL AND SENTENCED POPULATIONS.

As part of the needs assessment process, the project team developed a detailed profile of the detention facility population. This profile was constructed as follows:

- Historical trends were analyzed to determine when sheriff's detention system populations reached "high" levels. It was found through analysis of trends over the last two to three years that Monday was typically a peak day in terms of population levels. Monday, April 11, 1983, was selected as the profile date.
- As of that date, all individuals in custody as of 10:00 at night were considered as candidates for profiling activities. At the time, there were approximately 1,900 inmates in custody at both Santa Rita and the courthouse jail. Using sampling techniques, the project team selected approximately 30% of these inmates for data collection and profile construction purposes.
- For each of the 30% of the inmates included in the profile sample, a variety of data sources were used to collect the following information:
 - Charge status.
 - Sentence status.
 - Previous criminal history as measured by arrests and convictions.
 - Pre-trial custody status for sentenced inmates.
 - Various demographic data including age, sex, residence, race, and the like.
 - Arresting agency.
 - Previous incarceration history.

These data were collected about each inmate included in the sample, analyzed by computer and employed to draw conclusions about the detention and corrections system population.

Exhibit XVIII, which follows this page, shows the composition of the courthouse jail and Santa Rita facility populations at the time the profile was taken.

- As can be seen from the exhibit, unsentenced misdemeanants comprised a small proportion of overall facility population.

EXHIBIT XVIII

Alameda County

COMPOSITION OF COURTHOUSE JAIL
AND SANTA RITA POPULATION BY
SEX OF INMATE1. Number In Custody By Facility

	Male Inmates				Female Inmates			
	Unsentedenced		Sentedenced		Unsentedenced		Sentedenced	
	Fel.	Misd.	Fel.	Misd.	Fel.	Misd.	Fel.	Misd.
Courthouse Jail	96	-	-	-	-	-	-	-
Santa Rita	517	111	484	471	42	19	50	79
Total System	<u>613</u>	<u>111</u>	<u>484</u>	<u>471</u>	<u>42</u>	<u>19</u>	<u>50</u>	<u>79</u>
TOTAL IN CUSTODY:				1,869				

2. Population Proportion

	Male Inmates				Female Inmates			
	Unsentedenced		Sentedenced		Unsentedenced		Sentedenced	
	Fel.	Misd.	Fel.	Misd.	Fel.	Misd.	Fel.	Misd.
Courthouse Jail	5.7%	-	-	-	-	-	-	-
Santa Rita	30.8	6.6	28.8	28.1	22.1%	10.0%	26.3%	41.6%
Total System	<u>36.5</u>	<u>6.6</u>	<u>28.8</u>	<u>28.1</u>	<u>22.1%</u>	<u>10.0%</u>	<u>26.3%</u>	<u>41.6%</u>
	<u>43.1%</u>		<u>56.9%</u>		<u>32.1%</u>		<u>67.9%</u>	
	100.0%				100.0%			

- More than half of the male sentenced population involved individuals convicted of felony offenses. In addition, subsequent analysis will show that a high proportion of the individuals who are convicted misdemeanants were involved in cases which were originally tried as felonies, but reduced during the adjudication process.
- Relative proportions of felony and misdemeanor inmates differ for males and females . For example, convicted misdemeanants comprise a higher proportion of the female population than of the male population. However, subsequent analysis will show that, as noted above, a substantial proportion of these convicted female misdemeanants involve individuals whose cases were reduced felonies. Conversely, a relatively higher proportion of the male sentenced population involves individuals convicted of violent felony offense -- offenses which are less likely to be reduced during the adjudication process.

With the overall facility composition data as background, the sections which follow focus on specific aspects of the population profile.

(1) A Relatively High Proportion of the Pre-Trial Population is Comprised of Individuals Accused of Violent Felony Offenses.

Exhibit XIX, which follows this page, shows the charge and sentence composition of both pre-trial and sentenced populations in both the Courthouse Jail and Santa Rita facilities.

- On a composite basis, about 40% of the pre-trial male population including both Santa Rita and the courthouse jail involves individuals accused of violent, anti-person offenses. This population proportion is significantly higher than any other county in which the project team has conducted a need assessment.
- Similarly, almost one-third of the female pretrial population involves inmates accused of violent, anti-person felony offenses. Again, this proportion is substantially higher than those observed in other counties in which the project team has conducted needs assessments.
- Non-violent felons and misdemeanants comprise a minority proportion of the pre-trial population. In most other counties, the single largest population component in pre-trial populations usually involves individuals accused of felony offenses involving property. The reverse is true in Alameda County.

EXHIBIT XIX

Alameda County

CHARGE AND SENTENCE COMPOSITION OF
THE DETENTION SYSTEM POPULATION

Current Charge	Santa Rita				Courthouse Jail
	Males		Females		Males
	Unsentenced	Sentenced	Unsentenced	Sentenced	Unsentenced
FELONY					
• Murder, Man-slaughter, Rape, etc.	14.9%	4.4%	13.7%	1.9%	58.3%
• Other Crimes Against Persons	24.6	11.8	17.7	3.7	26.4
• Burglary	12.4	13.6	7.8	2.8	1.4
• Weapons	2.6	.3	-	.9	4.2
• Other Property Offense	14.9	11.5	15.7	17.6	4.2
• Drug Offense	5.7	7.8	5.9	11.1	1.4
• Probation Misc. Violation/Felony	7.2	1.3	7.8	.9	8.3
Felony Sub-Total	<u>82.3%</u>	<u>50.7%</u>	<u>68.6%</u>	<u>38.9</u>	<u>100.0%</u>
MISDEMEANOR					
• Person Crime	1.5%	5.4%	2.0%	1.9%	-
• Property Offense	6.7	17.3	15.7	34.3	-
• Public Inebriate	1.5	3.4	-	-	-
• Drug Offense	3.6	5.8	2.0	8.3	-
• Drunk Driving	.5	9.8	-	1.9	-
• Other Traffic	2.6	2.4	-	-	-
• Misc. Misdemeanor	<u>1.3</u>	<u>5.2</u>	<u>11.7</u>	<u>14.7*</u>	-
Misdemeanor Sub-Total	<u>17.7%</u>	<u>49.3%</u>	<u>31.4%</u>	<u>61.1%</u>	-
TOTAL	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>

- When overall arrest composition is analyzed (see Exhibit I in Chapter I), it is clearly seen that felony property offenses comprise a high proportion (44.2%) of total felony arrest volume. This same proportion is not observed within the overall jail population, where inmates accused of felony property offenses account for only 1/3 of the felony pre-trial population.
- The basic proportion of the pre-trial population within sheriff's detention facilities reflects the impact of pre-trial release program effectiveness in the county -- suggesting that a high proportion of non-violent felony defendants are released from pre-trial custody and that the "residue" population reflects higher risk individuals who fail to qualify for pre-trial release.

(2) The Sentenced Population Composition by Charge Level Differs From Those Observed in Other California Counties.

Exhibit XIX provided an overview of the composition of the sentenced population by charge status. Exhibit XX, which follows this page, compares sentenced population composition in Alameda County with sentenced population composition in a number of other counties in which the project team has conducted needs assessments. This comparison shows some substantial differences in overall population composition between Alameda County and other selected counties. Principal conclusions which can be drawn from the exhibit are as follows:

- Individuals convicted of violent felony offenses comprise a significantly higher proportion of the sentenced population in Alameda County than they do in the other counties provided for comparative purposes.
- In all cases but one (Fresno County), a significantly higher proportion of the sentenced population involves individuals convicted of felony offenses.
- Drunk drivers comprise a relatively small proportion of the sentenced population when compared to other counties.

These comparative data support conclusion in Chapter I about the potential impact of sentencing alternatives on sentenced detention system population composition.

EXHIBIT XX

Alameda County

COMPARATIVE COMPOSITION OF
SENTENCED POPULATIONSComparative Composition of Sentenced Population in
the Detention System

<u>Sentenced Charge</u>	<u>Alameda County</u>	<u>Kern County</u>	<u>Fresno County</u>	<u>Sonoma County</u>	<u>Marin County</u>
----- (Percent Population Composition by County) -----					
FELONY					
. Person Offense	16.2%	5.0%	7.4%	9.0%	4.5%
. Burglary	13.6	7.6	13.0	3.6	8.0
. Other Property Offense	11.5	9.8	15.5	15.7	8.0
. Drug Offense	7.8	7.3	8.1	6.0	4.5
. Auto Offense	-	1.5	2.5	1.8	.9
. Probation Violation/ Miscellaneous Felony	1.6	3.9	1.8	7.9	2.7
Total Felony	<u>50.7%</u>	<u>35.1%</u>	<u>48.3%</u>	<u>44.0%</u>	<u>28.6%</u>
MISDEMEANOR					
. Person Offense	5.4%	5.7%	8.4%	5.4%	4.5%
. Property Offense	17.3%	17.5%	6.8	5.4	8.0
. Public Inebriation	3.4	6.2	.9	-	3.6
. Drug Offense	5.8	6.9	2.2	1.8	.9
. Drunk Driving	9.8	21.6	25.5	35.5	44.6
. Other Traffic	2.4	4.6	4.0	4.8	6.3
. Miscellaneous	5.2	2.4	3.9	3.1	3.5
Total Misdemeanor	<u>49.3%</u>	<u>64.9%</u>	<u>51.7%</u>	<u>56.0%</u>	<u>71.4%</u>
TOTAL SYSTEM	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>

Considering misdemeanor arrest and convictions volume in Alameda County, sentenced population levels of misdemeanants are relatively low. Analysis which follows also suggests that a relatively high proportion of individuals who are serving sentenced time for misdemeanor offenses are individuals whose cases involve reduction of felony offenses (See Exhibit XXIII). In total, these data indicate that the sentencing alternative programs funded by the county have substantial impact on both the composition and the level of sentenced populations in the detention and corrections system.

(3) Analysis Of Length of Sentence Data Provides Several Interesting Perspectives On The Sentenced Population.

Exhibit XXI, which follows this page, shows the distribution of court imposed sentences by length for the sentenced population in custody at the time the profile was taken. It should be noted that these data indicate the length of sentence imposed by the court and not the amount of time actually served by inmates. As can be seen from the data, the substantial majority of the population has been sentenced to relatively long periods in custody. For example, nearly 70% of individuals sentenced to felony offenses have received a minimum of a year of sentenced incarceration -- with some individuals receiving sentences exceeding one year when sentenced on multiple charges for consecutive terms. It should be recognized that the data displayed in Exhibit XXI provide a static portrait of the population at a given point in time. These data indicate that a substantial proportion of the sentenced population involves individuals who have received relatively long sentences from the court. A relatively small proportion of the population involves individuals serving short sentences.

Alameda County

LENGTH OF SENTENCE CHARACTERISTICS
OF THE DETENTION SYSTEM POPULATION

Charge	Male Inmates -- Length of Sentence Imposed By Court In Days							N
FELONY	1-14	15-28	29-112	113-168	169-280	281-364	365+	TOTAL
. Person Offenses	-	-	-	-	14.9%	6.4%	78.7%	100.0%
. Property Offenses	-	-	9.5%	5.4%	14.9	5.4	64.9	100.0
. Drug Offense	-	-	-	4.3	30.4	8.7	56.5	100.0
. Miscellaneous	-	-	-	-	50.0	-	50.0	100.0
Sub-Total Felony	-	-	5.3%	3.4%	16.8%	6.0%	68.5%	100.0%
MISDEMEANOR								
. Person Offenses	4.5%	4.5%	36.4%	9.1%	27.3%	9.1%	9.1%	100.0%
. Property Offenses	-	2.0	25.5	7.8	37.3	11.8	15.7	100.0
. Pub. Inebriation	10.0	-	60.0	-	20.0	-	10.0	100.0
. Drug Offenses	-	-	64.7	17.6	11.8	-	5.9	100.0
. Drunk Driving	3.4	3.4	17.2	34.5	24.1%	3.4	13.8	100.0
. Traffic	28.6	-	28.6	-	28.6%	-	14.2	100.0
. Miscellaneous	11.1	-	11.1	-	77.8	-	-	100.0
Sub-Total Misd.	4.2%	2.1%	31.7%	13.1%	31.1%	6.2%	11.7%	100.0%
TOTAL	2.4%	1.0%	18.0%	8.1%	23.8%	6.1%	40.5%	100.0%
Charge	Female Inmates -- Length of Sentence Imposed By Court In Days							N
FELONY	1-14	15-28	29-112	113-168	169-280	281-364	365+	TOTAL
. Person Offenses	-	-	16.7%	-	-	-	83.3%	100.0%
. Property Offenses	-	4.5%	4.5	4.5%	22.7%	9.1%	54.5	100.0
. Drug Offense	-	-	8.3	16.6	-	8.3	66.8	100.0
. Miscellaneous	-	-	-	-	50.0	-	50.0	100.0
Sub-Total Felony	-	2.4%	7.1%	7.3%	14.2%	6.0%	68.5%	100.0%
MISDEMEANOR								
. Person Offenses	-	-	50.0%	-	-	25.0%	25.0%	100.0%
. Property Offenses	-	5.4%	21.6	16.2	35.1%	10.8	10.8%	100.0
. Pub. Inebriation	-	-	-	-	-	-	-	100.0
. Drug Offenses	-	-	33.3	-	33.3	11.1	22.3	100.0
. Drunk Driving	-	-	-	100.0	-	-	-	100.0
. Traffic	-	-	-	-	-	-	-	100.0
. Prostitution	-	-	91.7	8.3	-	-	-	100.0
. Miscellaneous	-	-	-	-	-	-	100.0	100.0
Sub-Total Misd.	-	3.0%	36.3%	13.6%	25.8%	9.1%	12.2%	100.0%
TOTAL	-	2.8%	25.0%	11.2%	21.3%	8.2%	31.5%	100.0%

Available data also indicate, however, that a variety of factors can result in individuals' actually serving time substantially below sentences imposed by the court. Credits for good time and work time, early release, and high turn-over among the short sentence population contributes to an observed actual average time served substantially below the sentence data displayed in Exhibit XXI.

- County policy accords five day early releases to a high proportion of the sentenced population. Table 5 which follows shows the proportion of inmates who were sentenced at the time of their release from Santa Rita who received five day early releases.

Table 5

Disposition of Sentenced
Inmates At Santa Rita

<u>Release Type</u>	<u>Percent</u>
Released-Time Served	71.2%
Released - 5 Day Reduction In Sentence	<u>28.8%</u>
TOTAL	<u>100.0%</u>

In reviewing the data displayed in the table, it needs to be remembered that individuals included in the category of released-time served include a number of individuals who were held in pre-trial custody, plead and were sentenced at arraignment, were given credit for time served by the court and released from custody. As a result, the data displayed in the table tend to understate the proportion of the sentenced population who serve extended periods at Santa Rita and receive five day early releases. Interviews and analysis of available data indicate that a high proportion of longer term sentenced inmates receive five day early releases.

- Table 6 which follows compares the average sentence imposed by the court as displayed in Exhibit XXI with the average actual time served by individuals released from Santa Rita based on our analysis of releases occurring in April and May, 1983.

Table 6

Comparative Sentences
Based on Release Analysis
Average

	<u>Sentenced Based On Population Profile</u>	<u>Time Actually Served Based on Analysis of Releases</u>
	----- (Days) -----	
Felony	307.3	86.1
Misdemeanor	166.7	19.1

As can be seen from the data displayed in the table, average time served by releasees is substantially less than the average court-imposed sentenced documented through the population profile.

- In part, this reflects the impact of the "high turnover" shorter sentence population on reducing average time served by all releasees.
- Additionally, it also reflects the fact that most individuals serve substantially shorter sentences than those initially imposed by the court. Credits for good and work time, subsequent sentence modifications granted by the court, early release, and the like, all contribute to individuals serving substantially less time than those sentences initially imposed by the court.

(4) A High Proportion of Sentenced Inmates Have Served Previous Time In Detention and Correction Facilities.

Exhibit XXII, which follows this page, shows the previous incarceration history of sentenced inmates in custody at the time the profile was taken. It should be noted that previous incarceration history displayed in the exhibit reflects CORPUS data. Since these data reflect only experience with the Alameda County criminal justice system, previous conviction and incarceration history may understate the level of previous involvement with the criminal justice system of the population in custody at the time the profile was taken.

EXHIBIT XXII

Alameda County

PREVIOUS INCARCERATION
HISTORY OF SENTENCED INMATES

Charge	Male Inmates				
	No Previous Incarceration	Unsentenced Time Only	Sentenced Time At County Jail	State Prison	Total
<u>Felony</u>					
Person Offense	23.4%	19.1%	48.9%	8.5%	100.0%
Property Offense	14.9	9.5	51.4	24.3	100.0%
Drug Offense	17.4	4.3	60.9	17.4	100.0%
Miscellaneous	-	-	40.0	60.0	100.0%
Sub-Total Felony	<u>17.4%</u>	<u>11.4%</u>	<u>51.7%</u>	<u>19.5%</u>	<u>100.0%</u>
<u>Misdemeanor</u>					
Person Offense	12.5%	31.2%	56.3%	-	100.0%
Property Offense	11.8	11.8	64.6	11.8%	100.0%
Drug Offense	-	-	64.7	35.3	100.0%
Drunk Driving	13.8	6.9	75.9	3.4	100.0%
Traffic	57.1	14.3	28.6	-	100.0%
Miscellaneous	<u>26.7</u>	<u>6.7</u>	<u>66.6</u>	<u>-</u>	<u>100.0%</u>
Sub-Total Misd.	<u>14.8%</u>	<u>11.1%</u>	<u>64.4%</u>	<u>9.7%</u>	<u>100.0%</u>
Charge	Female Inmates				
	No Previous Incarceration	Unsentenced Time Only	Sentenced Time At County Jail	State Prison	Total
<u>Felony</u>					
Person Offense	16.7%	33.3%	33.3%	16.7%	100.0%
Property Offense	9.1	-	86.4	4.5	100.0%
Drug Offense	20.0	-	80.0	-	100.0%
Miscellaneous	<u>50.0</u>	<u>50.0</u>	<u>-</u>	<u>-</u>	<u>100.0%</u>
Sub-Total Felony	<u>14.3%</u>	<u>8.6%</u>	<u>71.4%</u>	<u>5.7%</u>	<u>100.0%</u>
<u>Misdemeanor</u>					
Person Offense	50.0%	50.0%	-	-	100.0%
Property Offense	8.1	18.9	64.9%	8.1%	100.0%
Drug Offense	-	22.2	77.8	-	100.0%
Prostitution	7.1	14.3	78.6	-	100.0%
Drunk Driving	-	-	100.0	-	100.0%
Miscellaneous	<u>-</u>	<u>-</u>	<u>100.0</u>	<u>-</u>	<u>100.0%</u>
Sub-Total Misd.	<u>7.6%</u>	<u>18.2%</u>	<u>69.7%</u>	<u>4.5%</u>	<u>100.0%</u>

Nevertheless, review of the data displayed in the exhibit indicate that a high proportion of the population has served previous sentenced time at either the county or the state prison level. The previous incarceration history of both males and female inmates tends to demonstrate the impact of sentencing alternative programs on "culling out" minor offenders from the detention and correction system.

(5) There Are Relatively Few "Pure" Sentenced Misdemeanants In Custody in the Corrections and Detention System.

Previous analysis has shown that approximately one-half of the sentenced population involves individuals convicted of misdemeanor offenses. Further analysis indicates that there are relatively few individuals in custody who have been arrested and convicted and sentenced for misdemeanor offenses. Exhibit XXIII, which follows this page, shows the sentenced population from the perspective of current sentence charge compared to the initial charge which brought that individual into contact with the justice system. As can be seen from the data displayed in the exhibit:

- Most felons who have been convicted and sentenced to jail time were convicted of felony offenses at a level comparable to the felony offense for which they were arrested.
- Nearly half of the sentenced misdemeanor population involves individuals who have been sentenced to custody involving offenses which were initially arrested and charged as felonies but reduced to misdemeanors during the adjudication process.

Again, in total, these data tend to reflect that only the more "serious" or "experienced" offenders receive sentences and actually serve time in county operated detention facilities. This represents additional preliminary evidence about the impact of sentencing alternative programs on detention system population composition and size.

EXHIBIT XXIII

Alameda County

ARRESTED CHARGE VERSUS CONVICTED
CHARGE FOR SENTENCED INMATES

Male Inmates				
Convicted Charge Versus Arresting Charge				
Convicted Charge				
Felony	Same Level As Arrest	Lower Charge In Same Category*	Misdemeanor Reduced From Felony	Total
Person Offense	88.9%	11.1%	-	100.0%
Property Offense	93.2	6.8	-	100.0%
Drug Offense	90.9	9.1	-	100.0%
Miscellaneous	100.0	-	-	100.0%
Sub-Total Felony	<u>91.7%</u>	<u>8.3%</u>	<u>-</u>	<u>100.0%</u>
Misdemeanor				
Person Offense	31.3%	12.5%	56.3%	100.0%
Property Offense	16.3	2.0	81.6	100.0%
Drug Offense	64.7	-	35.3	100.0%
Drunk Driving	96.6	-	3.4	100.0%
Traffic	71.4	-	28.6	100.0%
Miscellaneous	47.7	10.5	42.1	100.0%
Sub-Total Misd.	<u>48.2%</u>	<u>3.6%</u>	<u>48.2%</u>	<u>100.0%</u>
Female Inmates				
Convicted Charge Versus Arresting Charge				
Felony	Same Level As Arrest	Lower Charge In Same Category*	Misdemeanor Reduced From Felony	Total
Person Offense	83.3%	16.7%	-	100.0%
Property Offense	81.0	19.0	-	100.0%
Drug Offense	75.0	25.0	-	100.0%
Miscellaneous	100.0	-	-	100.0%
Sub-Total Felony	<u>80.5%</u>	<u>19.5%</u>	<u>-</u>	<u>100.0%</u>
Misdemeanor				
Person Offense	-	-	100.0%	100.0%
Property Offense	27.0%	-	73.0	100.0%
Drug Offense	44.4	-	55.6	100.0%
Prostitution	100.0	-	-	100.0%
Drunk Driving	100.0	-	-	100.0%
Miscellaneous	50.0	-	30.0	100.0%
Sub-Total Misd.	<u>47.0%</u>	<u>-</u>	<u>63.0%</u>	<u>100.0%</u>

* e.g. arrested for misdemeanor, convicted of lower misdemeanor

(6) Analysis Of The Pre-Trial Custody Status Of Sentenced Inmates Demonstrates The Impact of Pre-Trial Release Programs On Detention System Operations

"Tracking" sentenced inmates through CORPUS provides the opportunity to estimate the proportion of people who are sentenced to time in the county detention system who were out of custody during the pre-trial period. Exhibit XXIV, which follows this page, shows the results of this analysis.

- Nearly 40% of males sentenced to time for felony offenses were out of custody during the pre-trial period.
- More than two-thirds of sentenced misdemeanants were out of custody during the pre-trial period. Analysis further indicates that those sentenced misdemeanants who were held in custody during the pre-trial period involved individuals serving relatively short sentences who were receiving credit for time served.

(7) Analysis Of The In-Custody Pre-Trial Population Demonstrates The Effectiveness of Existing Pre-Trial Release Programs.

Exhibits XXV through XXVII provide several perspectives on the pre-trial population in custody at the time the population profile was developed. Analysis of these exhibits leads to several conclusions which support previous data which demonstrated the effectiveness of pre-trial release program operations in Alameda County.

- Exhibit XXV shows the length of stay distribution of pre-trial inmates in custody at Santa Rita and the Courthouse Jail at the time the profile was taken. As can be seen from the data displayed in the exhibit, a small proportion of the pre-trial population had been in custody for a relatively short period. Given the daily intake volume at both city and county level booking facilities, this would tend to suggest that a high proportion of individuals are released shortly after booking -- leaving a "residue" pre-trial population that is comprised primarily of individuals who have failed the various pre-trial release tests, are being tried for serious offenses, and are involved in rather lengthy trial and disposition processes.

EXHIBIT XXIV

Alameda County

PRE-TRIAL CUSTODY STATUS
OF SENTENCED INMATES

Charge	Males		Total
	In-Custody Pre-Trial	Out of Custody Pre-Trial	
Felony			
Person Offense	72.0%	28.0%	100.0%
Property Offense	60.0	40.0	100.0%
Drug Offense	20.0	80.0	100.0%
Miscellaneous	75.0	25.0	100.0%
Sub-Total Felony	62.5%	37.5%	100.0%
Misdemeanor			
Person Offense	28.6%	71.4%	100.0%
Property Offense	50.0	50.0	100.0%
Drug Offense	-	100.0	100.0%
Drunk Driving	-	100.0	100.0%
Traffic	50.0	50.0	100.0%
Miscellaneous	25.0	75.0	100.0%
Sub-Total Misd.	31.0%	69.0%	100.0%
Charge	Females		Total
	In-Custody Pre-Trial	Out of Custody Pre-Trial	
Felony			
Person Offense	80.0%	20.0%	100.0%
Property Offense	62.5	37.5	100.0%
Drug Offense	71.4	28.6	100.0%
Miscellaneous	50.0	50.0	100.0%
Sub-Total Felony	66.7%	33.3%	100.0%
Misdemeanor			
Person Offense	-	100.0%	100.0%
Property Offense	37.5%	62.5	100.0%
Drug Offense	60.0	40.0	100.0%
Prostitution	60.0	40.0	100.0%
Drunk Driving	50.0	50.0	100.0%
Miscellaneous	50.0	50.0	100.0%
Sub-Total Misd.	43.6%	56.4%	100.0%

EXHIBIT XXV

Alameda County

LENGTH OF STAY OF PRE-TRIAL INMATES

<u>Charge</u>	<u>Male Inmates -- Elapsed Days in Custody</u>								
	Booking Day-7	8-14	15-28	29-56	57-84	85-196	197-280	280-365	TOTAL
<u>FELONY</u>									
Person Offenses	8.1%	7.1%	5.1%	10.1%	12.1%	32.3%	10.1%	15.2%	100.0%
Property Offenses	15.8	-	21.1%	31.6%	10.5	10.5	5.3	5.3	100.0
Drug Offense	33.3	16.7	33.3	-	-	16.7	-	-	100.0
Miscellaneous	<u>20.0</u>	<u>13.3</u>	<u>26.7%</u>	<u>33.3</u>	<u>6.7</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>100.0</u>
Sub-Total Felony	<u>11.5%</u>	<u>7.2%</u>	<u>10.8%</u>	<u>15.1%</u>	<u>10.8%</u>	<u>25.2%</u>	<u>7.9%</u>	<u>11.5%</u>	<u>100.0%</u>
<u>MISDEMEANOR</u>									
Person Offenses	100.0%	-	-	-	-	-	-	-	100.0%
Property Offenses	20.0	-	20.0%	40.0%	20.0%	-	-	-	100.0
Drug Offenses	50.0	50.0%	-	-	-	-	-	-	100.0
Drunk Driving	100.0	-	-	-	-	-	-	-	100.0
Traffic	100.0	-	-	-	-	-	-	-	100.0
Miscellaneous	<u>60.0</u>	<u>-</u>	<u>40.0</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>100.0</u>
Sub-Total Misd	<u>58.8%</u>	<u>5.9%</u>	<u>17.6%</u>	<u>11.8%</u>	<u>5.9%</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>100.0%</u>

EXHIBIT XXVI

Alameda County

ARRESTED CHARGE VERSUS CURRENT
CHARGE FOR PRE-TRIAL INMATES

<u>Current Charge</u>	<u>Male Inmates -</u>			<u>TOTAL</u>
	<u>Same Level As Arrest</u>	<u>Lower Charge In Same Category*</u>	<u>Misdemeanor Reduced From Felony</u>	
Felony	93.5%	6.5%	-	100.0%
Misdemeanor	61.8	2.9	35.3	100.0%

	<u>Female Inmates</u>			<u>TOTAL</u>
	<u>Same Level As Arrest</u>	<u>Lower Charge In Same Category*</u>	<u>Misdemeanor Reduced From Felony</u>	
Felony	91.5%	8.5%	-	100.0%
Misdemeanor	31.3	-	68.8	100.0%

* e.g. arrested as misdemeanor; current charge lower misdemeanor

EXHIBIT XXVII

Alameda County

PREVIOUS CONVICTION HISTORY
OF PRE-TRIAL INMATES

	<u>Number of Previous Felony Convictions</u>						<u>TOTAL</u>
	<u>0</u>	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5+</u>	
Male Pre-Trial Felony	57.3%	17.7%	11.2%	8.2%	2.6%	3.0%	100.0%
Male Pre-Trial Misd.	58.8%	23.5%	11.8%	2.9%	2.9%	-	100.0%
Female Pre-Trial Felony	71.4%	5.7%	11.4%	8.6%	-	2.9%	100.0%
Female Pre-Trial Misd.	93.8%	6.3%	-	-	-	-	100.0%

	<u>Number of Previous Misdemeanor Convictions</u>						<u>TOTAL</u>
	<u>0</u>	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5+</u>	
Male Pre-Trial Felony	40.1%	19.4%	12.5%	7.8%	7.3%	12.9%	100.0%
Male Pre-Trial Misd.	26.5%	11.8%	8.8%	14.7%	8.8%	29.4%	100.0%
Female Pre-Trial Felony	40.0%	5.7%	11.4%	11.4%	5.7%	25.8%	100.0%
Female Pre-Trial Misd.	31.3%	18.8%	6.3%	6.3%	12.5%	24.8%	100.0%

Observation of the felony population in pre-trial custody clearly supports this conclusion. Table 7 which follows summarizes average elapsed time in custody for pre-trial inmates in custody at the time the profile was taken. These average elapsed length of stay data support the conclusion noted above.

Table 7

Average Elapsed Time In Custody -
Pre-Trial Inmates In Custody

	Male			Female - Santa Rita
	Courthouse Jail	Santa Rita	Total	
	(Days)			(Days)
Felony	156.6	56.6	72.2	84.4
Misdemeanor	-	27.1	27.1	8.3

- The data displayed in Exhibit XXV also indicate that a high proportion of misdemeanants have been in pre-trial custody for a rather extended period. Further analysis indicates, however, that a relatively high proportion of these individuals involve people who were originally arraigned on felony offenses and are in the process of having their cases reduced from felony to misdemeanor. Exhibit XXVI, which follows Exhibit XXV, shows arrested charge versus current charge for both felony and misdemeanor pre-trial inmates. The data displayed in the exhibit support the conclusion noted above.
- Exhibit XXVII, which follows XXVI, shows the previous conviction history of male and female pre-trial inmates. The data indicate that many pre-trial felons and misdemeanants have had extensive previous conviction histories. On a comparative basis, it should be noted, that in other needs assessment projects conducted by the project team, substantially higher proportions of pre-trial populations were recorded as having no previous convictions.
- When charge level, previous conviction history, and previous incarceration history are considered, in total these data suggest the existing pre-trial release programs are affecting the release of pre-trial defendants with less extensive criminal histories and less serious cases. The impact is to lower pre-trial detention system population levels, and ultimately to reduce related bedspace needs.

3. ANALYSIS OF BOOKING, RELEASE, PRE-TRIAL RELEASE PROGRAM PERFORMANCE, AND POPULATION PROFILE DATA LEAD TO SEVERAL IMPORTANT CONCLUSIONS WHICH NEED TO BE CONSIDERED WHEN PROJECTING FUTURE DETENTION AND CORRECTION SYSTEM NEEDS.

The preceding sections of this chapter have provided a number of perspectives on the existing operations of the detention and correction system in Alameda County. While there is no single data element that can lead to a clear conclusion about the effectiveness of sentencing alternatives and pre-trial release programs, in total these data support several important conclusions.

- . Considering jail level citation release practices and performance, the results of pre-trial release program activities at all county detention facilities, and the characteristics of the pre-trial population, future planning should not include the assumption that there can be substantial increases in the impact of pre-trial release on facility population levels. All available evidence indicates that Alameda County, in total, operates an aggressive pre-trial release program.
- . Instead, there is probably a very real danger that if additional and improved detention and correction system beds are added by Alameda County, pre-trial release performance might "fall off". While difficult to quantify, it is highly likely that judges are sensitive to facility condition and crowding, and consider these factors when making pre-trial release decisions. If facilities improve and additional bed spaces are available, there is always the danger that pre-trial release decision making by judges can change and a higher proportion of individuals might be retained in pre-trial custody. This phenomenon has been experienced in a number of other jurisdictions which have built new jail facilities, only to discover that they are filled immediately upon completion.
- . There is clear evidence that the existence of sentencing alternative programs in the county has impact on moderating sentenced population levels.

- There are significant numbers of people currently participating in such programs who have criminal conviction histories and backgrounds consistent with the type of individual that is sentenced to incarceration in counties with less extensive alternative program mixes.
- The sentenced population in Alameda County is substantially different than that observed in many other counties -- indicating the impact of sentencing alternatives on reducing sentenced population levels and on effecting the composition of the sentenced population.
- . Again, there is the possibility that the condition of the facilities and facility crowding influence judicial sentencing decisions. Judges may select to use available sentencing alternatives understanding the options available within the corrections and detention system facilities. If a new improved facility is constructed, there is always the danger that judges will change decision making patterns and sentence people to incarceration who are currently dealt with through community based programs and other sentencing alternatives. This potential needs to be borne in mind as bed space projections are developed.

*

*

*

*

*

The chapter which follows contains projections of expected bed space needs in the Alameda County corrections and detention system.

III. PROJECTIONS OF FUTURE DETENTION AND CORRECTION SYSTEM POPULATIONS

III. PROJECTIONS OF FUTURE DETENTION AND CORRECTION SYSTEM POPULATIONS

The chapter which follows contains projections of adult detention and correction system populations in Alameda County. Projections contained in the chapter are based on assumptions about growth in arrest volume, expected trends in county population, and the like. They are also based on two important assumptions about the use of alternatives to incarceration in Alameda County. These are as follows:

- . For planning purposes, it is assumed that pre-trial release program performance is currently being "maximized" and that there are no additional major opportunities to reduce pre-trial population levels through citation release, release on own recognizance and the like.
- . Similarly, it is assumed that existing facility conditions and county provision of numerous sentencing alternative programs have had an impact on reducing or moderating sentenced population levels in county facilities. As a result, projections contained in this chapter include two different approaches:
 - The assumption that current sentencing patterns and practices would continue over the planning period. This assumes no significant increase in the propensity of judges to sentence convicted defendants to local incarceration.
 - Additional data is provided to indicate the possible impact of changes in judicial sentencing policies which could potentially result from the availability of a new and better detention facility.
- . The projections contained in the initial sections of this chapter are based on continued operation of city jails -- with bed space projections reflecting the need within the sheriff's detention and correction system. Subsequent sections of the report estimate the impact on county detention and correction system bed space needs if one or more city jails were eliminated as pre-trial holding facilities.

The analysis in this chapter includes the following steps:

- Projected county population levels are displayed and discussed for a 20 year planning period. These population projections reflect Alameda County planning department population projections recently developed. Historical trends in the current composition of adult justice system arrest volumes are analyzed, and basic assumptions about expected future growth in arrest volume and adult justice system intake are developed for application over the 20 year planning period.
- Analyses of length of stay characteristics associated with pre-trial bookings and sentenced commitments, are employed to convert arrest projections into expected detention and correction system average daily populations for the 20 year planning period.
- Average daily population data are adjusted to accommodate fluctuations in detention and correction system population -- providing allowances for upward fluctuations encountered when detention and correction system populations peak on a continuing basis. Projected bed spaces are converted into basic bed types based on an analysis of the detention system profile and identification of population composition by security level employing the results of the jail population profile.
- Several different scenarios of expected future growth are presented culminating in a preferred projection supported by the project team.
- The chapter concludes with the assessment of potential impact of changes in sentencing policies and closure of city jails on future detention and correction facility bedspace requirements.

The chapter opens with a presentation of likely county population trends over the next 20 years.

1. COUNTY POPULATION GROWTH IS EXPECTED TO BE RELATIVELY MODEST OVER THE 20 YEAR PLANNING PERIOD.

The Association of Bay Area Governments and the Alameda County planning department have recently developed a revised set of county population projections which are shown in the table which follows:

Table 8

Projected Alameda County Population					
<u>1980</u>	<u>1982</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
----- (000's) -----					
1,098	1,127	1,171	1,214	1,255	1,290

As can be seen from the data displayed in the table, current projections indicate a relatively modest growth in county population over the 20 year planning period. Overall, county population is projected to increase by only about 17.5% through the year 2000. Other factors that should be considered in addition to total population projected in the table include the following:

- . While population projections do not include age composition of the expected population, most demographers expect future populations to "age". This could result in expected reductions in that portion of the population generally associated with high levels of criminal activity. However, this aging impact is unlikely to become significant until the decade from 1990 to the year 2000.
- . This "aging" of the population is generally assumed to be associated with some slowing in arrest rate and arrest volume growth in future years as the crime prone population component decreases as a proportion of the overall population.
- . However, as noted above, this "aging" is likely to have some significant impact on population composition only toward the end of the planning period. As a result, substantial changes in arrest rate and arrest volume growth should not be expected during the early portion of the planning period.

The section which follows explores issues related to projecting arrests for the planning period through the year 2000.

2. ALL INDICATORS POINT TO CONTINUED GROWTH IN ARREST RATES IN ALAMEDA COUNTY, BUT SOME SLOWING IN THE RATE OF INCREASE NEEDS TO BE ASSUMED FOR PLANNING PURPOSES.

The first section of Chapter I contained an overview of arrest and arrest rate trends in Alameda County over the period 1973 through 1982. These data indicated that both felony and misdemeanor arrest rates (rate of occurrence per 100,000 population) have increased rather substantially over recent years, and at current levels, are among the highest registered by counties in the State of California.

Preliminary analysis contained in Chapter I indicated that arrest rates have varied rather sharply when analyzed on a year-to-year basis.

Table 9, which follows, shows year-to-year variations in both felony and misdemeanor arrests for the period from 1976 through 1982. 1976 was selected as a baseline year because it follows de-criminalization of selected drug offenses, changes in reporting procedures, and other factors which distort important recent trends in rates and volumes.

Table 9

Felony and Misdemeanor
Arrest Trends - 1976-1982

<u>Year</u>	<u>Felony</u> <u>Arrests</u> ----(% Change Over)---- Preceding Year	<u>Misdemeanor</u> <u>Arrests</u> ----(% Change Over)---- Preceding Year
1976	(17.9)	(2.0)
1977	(.9)	3.1
1978	1.1	3.0
1979	12.6	17.0
1980	4.0	8.3
1981	12.3	6.0
1982	6.8	11.7
<u>Average Change</u>		
7 years	2.6%	6.7
6 years	6.0	8.2
5 years	7.4	9.2

The sharp increases in felony arrests registered in 1979, 1981, and 1982 were largely attributable to a variety of factors. Over the entire period, the most significant and consistent growth was registered by drug and property offenses. Despite the fact that the rate of increase slowed in 1982, there is little indication that the felony arrest rate is plateauing and future increases in the felony arrest rate should be expected. A variety of influences contributed to the steady growth in misdemeanor arrest rates observed over the planning period.

- . In 1979, the increase was attributable to apparent enforcement shift involving arrest of public inebriates.
- . In 1980, increases were generally across the board.
- . In 1982, public inebriation and misdemeanor anti-person, drug, and property offenses all contributed to growth. Like felony arrests noted above, there is little indication that the growth in misdemeanor arrests is slowing.

To project detention and correction facility populations, it will be necessary to develop some assumptions and project expected arrest rate volumes over the planning period. Review of the historical trends noted above and presented in more detail in Chapter I lead to the identification of several key planning issues.

- . Can comparable rates of increase be expected in future years? If so, Alameda County will quickly register arrest rates that are well beyond those ever registered in California. As noted earlier, Alameda County's arrest rates are already among the highest in the state in both felony and misdemeanor arrest categories.
- . To what extent do arrest increases registered over the last two to three years reflect the recession, unemployment, and the like? Do current arrest rates reflect "peaks" comparable to peaks registered earlier in the decade, and can slower rates of growth or "plateauing" be expected in coming years?

In projecting facility populations, it is also important to understand the relationship between arrests and bookings at county operated detention facilities. Exhibit XXVIII, which follows this page, shows the relationship between BCS reported arrests for both felonies and misdemeanors and bookings at county level detention facilities. As can be noted from review of the data displayed in the exhibit, there has been a relatively consistent relationship between arrests and bookings over the ten year period.

EXHIBIT XXVIII

Alameda County

ARREST - BOOKING RELATIONSHIP

<u>Year</u>	<u>ARRESTS</u>			<u>Bookings</u>	<u>Bookings As A % Of</u>		
	<u>Felony</u>	<u>Misd.</u>	<u>Total</u>		<u>All Arrests</u>	<u>Felony Arrests</u>	<u>Misd. Arrests</u>
1973	13,695	53,740	67,435	27,356	40.6	199.8	50.9
1974	14,908	53,569	68,477	26,674	38.9	178.9	49.8
1975	14,697	49,268	63,965	24,675	38.6	167.9	50.1
1976	12,066	48,279	60,345	27,111	44.9	224.7	56.2
1977	11,956	49,796	61,752	27,633	44.7	231.1	55.5
1978	12,082	51,295	63,377	25,346	40.0	209.8	49.4
1979	13,611	60,041	73,652	26,296	35.7	193.2	43.8
1980	14,152	65,050	79,202	30,259	38.2	213.8	46.5
1981	15,890	68,970	84,860	32,784	38.6	206.3	47.5
1982	16,972	77,037	94,009	34,848	37.1	205.3	45.2
% Change	23.9	43.4	28.3	27.4			

- Arrests have declined as a proportion of bookings at several key points over the ten year period. These points generally correspond to those years when sentenced populations increased rather dramatically. This suggests that variations in sentenced population levels have little to do with changes in arrest volume, but instead probably reflect changes in laws, shifts in judicial sentencing attitudes, and public popularity of "get tough on crime" attitudes.
- Over the last three to four years, consistency between arrests and bookings appears to have increased.

For planning purposes, two approaches have been taken to the projection of expected future arrest volumes. Exhibit XXIX, which follows this page, shows basic projection assumptions employed to estimate future arrest rates and volumes over the planning period through the year 2000. As can be seen from the exhibit, both high range and low range projection assumptions have been developed and documented. Subsequent sections of this report will employ these assumptions to project arrest volumes, and given other assumptions, convert these arrest projections to expected average daily and peak populations in the county detention and corrections system. As can be seen by reviewing the assumptions displayed in the exhibit, both low and high range projections assume some continuing growth in both felony and misdemeanor arrest rates.

3. A VARIETY OF ASSUMPTIONS INVOLVING TRANSLATING ARRESTS TO BOOKINGS AND BOOKINGS TO AVERAGE DAILY POPULATION HAVE BEEN DEVELOPED TO PROJECT DETENTION SYSTEM POPULATION LEVELS.

Projection of expected detention system volumes requires the translation of projected arrests into jail bookings and expected average daily and peak populations. To accomplish this conversion, assumptions related

Alameda County

PROJECTION ASSUMPTIONS
FOR FUTURE ARREST RATES

Average Annual % Change In Rate			Projection Assumption	
Felony	Last 10 yrs.	Last 5 yrs.	High Range	Low Range
Person	3.77	5.00	Appears to have plateaued in 1982. Future rate of increase at 10 year average of 3.77%	Increase at half of the ten year growth rate or 1.85%.
Property	3.94	10.59	Economic improvement plus aging of population slow rate of increase to half of five year rate: 5.3%	Increase at 10 year rate: 3.94
Drugs	-1.73	14.53	Assumes slowing in rate of increase to one half of rate seen over last 5 years as population ages -- 7.5%.	Increase with population.
Other	6.52	7.52	Assumes slowing in rate of increase to half of 5 year rate: 3.76	Increase with population.
All Felonies	2.24	9.53	5.3	2.1
Mis-demeanor	Last 10 yrs.	Last 5 yrs.	High Range	Low Range
Criminal	6.5	10.20	Assume same future rate as felonies: 5.3	Assume same future rate as felonies: 2.1
Public Intoxication	4.09	27.33	Grow with population.	Grow with population.
DUI	4.23	4.97	Continue at 4% with enforcement emphases.	Continue at rate slightly above population as enforcement impact has effect: 1.5%
Custody Traffic	.47	5.13	Continue at half of 5 year rate as economy improves: 2.5	Grow at 10 year rate: .5
All Mis-demeanors	4.34	11.91	3.3	1.2

to the number of arrests resulting in jail bookings, the number of commitment bookings related to pre-trial bookings, and average length of stay for both pre-trial and commitment bookings need to be developed. Basic assumptions employed for projection purposes are explained below:

- Converting Arrests to Bookings: It is assumed that county detention system bookings will average 37% of county-wide arrests. This reflects continuation of recently observed relationships between arrests and bookings discussed in an earlier section.
- Conversion of Total Bookings to Pre-Trial and Commitment Bookings: Historical and current recordkeeping practices make it impossible to differentiate between pre-trial and commitment bookings. Similarly, available records make it impossible to distinguish between felony and misdemeanor pre-trial bookings. During the course of data collection activities, the project team sampled approximately 5,000 bookings at Santa Rita to determine the breakdown of bookings by both sentence status and charge level. Table 10 which follows, shows the results of this analysis.

Table 10

Booking Composition

Sentence Status of Bookings

<u>Pre-Trial</u>	<u>Commitment</u>	<u>Total</u>
-----	-----	-----
(%)	(%)	
79.2	20.8	100.0

Charge Status of Pre-Trial Bookings

<u>Felony</u>	<u>Misdemeanor</u>	<u>Total</u>
-----	-----	-----
(%)	(%)	
44.7	55.3	100.0

These proportions are employed to convert total bookings into bookings by type for facility projection purposes.

- Average Length of Stay Per Booking Type: Development of the percentage breakdowns of booking type provides an opportunity to estimate the length of stay associated with both pre-trial and commitment bookings employing both sampling data and 1982 average daily population and total booking data. Table 11, which follows, shows estimated average length of stay by booking type for both male and female inmates booked into the Alameda County detention and corrections system.

Table 11

ALS Per Booking by Sex and
Sentence Status -- 1982
Aver. Length Stay-Days

	<u>Pre-Trial</u>	<u>Commitment</u>
Male	12.03	53.6
Female	8.66	44.5

These average lengths of stay will be employed to convert bookings into expected average daily population for both high and low projections over the course of the planning period.

- Relationship Between Male and Female Bookings: Review of the past five years' data indicate a relatively constant relationship between male and female bookings as a proportion of total bookings. As a result, the average from this five year period has been employed to differentiate total bookings by bookings of male and female inmates.
4. NEITHER HIGH NOR LOW RANGE PROJECTIONS APPEAR TO PRESENT PRACTICAL PORTRAITS OF EXPECTED CRIMINAL JUSTICE SYSTEM ACTIVITY AND DETENTION FACILITY POPULATION LEVELS IN ALAMEDA COUNTY.

Exhibit XXX, which follows this page, projects future average daily population by sentence status and sex employing the assumptions described in the preceding section. Despite the fact that the high range projections assume arrest rate increases below those experienced in recent years, they appear to be far too high for practical facility planning purposes.

Principal concerns are as follows:

- Resulting felony and misdemeanor arrest rates are fully 30% to 40% higher than those ever registered in California.

EXHIBIT XXX

Alameda County

HIGH AND LOW RANGE PROJECTIONS
FOR SHERIFF'S DETENTION FACILITIES1. HIGH RANGE PROJECTIONS

<u>County Population</u>	<u>1985</u> <u>1,171,000</u>		<u>1990</u> <u>1,214,000</u>		<u>1995</u> <u>1,255,000</u>		<u>2000</u> <u>1,290,000</u>	
	<u>Rate</u>	<u>#</u>	<u>Rate</u>	<u>#</u>	<u>Rate</u>	<u>#</u>	<u>Rate</u>	<u>#</u>
Felony Arrests	1,755	20,551	2,272	27,582	2,941	36,910	3,808	49,123
Misdemeanor Arrests	7,521	88,071	8,847	107,403	10,406	130,595	12,240	157,896
Total		<u>108,622</u>		<u>134,985</u>		<u>167,505</u>		<u>207,019</u>
<u>Total Bookings</u>		<u>40,299</u>		<u>50,079</u>		<u>62,144</u>		<u>76,804</u>
Males (87.4%)		35,221		43,770		54,314		67,127
Females (12.6%)		5,078		6,309		7,830		9,677
<u>Composition of Bookings</u>								
Male Pre-Trial		27,895		34,666		43,017		53,165
Male Commitment		7,326		9,104		11,297		13,962
Female Pre-Trial		4,022		4,997		6,201		7,664
Female Commitment		1,056		1,312		1,629		2,013
<u>Average Daily Population</u>								
Male Pre-Trial		919		1,142		1,418		1,752
Male Sentenced		<u>1,076</u>		<u>1,337</u>		<u>1,659</u>		<u>2,050</u>
Sub-Total Male		<u>1,995</u>		<u>2,479</u>		<u>3,077</u>		<u>3,802</u>
Female Pre-Trial		95		118		147		182
Female Sentenced		<u>129</u>		<u>160</u>		<u>199</u>		<u>245</u>
Sub-Total Female		<u>224</u>		<u>278</u>		<u>346</u>		<u>427</u>
System Total		<u>2,219</u>		<u>2,757</u>		<u>3,423</u>		<u>4,229</u>

EXHIBIT XXX (2)

2. LOW-RANGE PROJECTIONS

<u>County Population</u>	<u>1985</u>		<u>1990</u>		<u>1995</u>		<u>2000</u>	
	1,171,000		1,214,000		1,255,000		1,290,000	
	<u>Rate</u>	<u>#</u>	<u>Rate</u>	<u>#</u>	<u>Rate</u>	<u>#</u>	<u>Rate</u>	<u>#</u>
Felony Arrests	1,599	18,724	1,774	21,536	1,968	24,698	2,184	28,174
Misdemeanor Arrests	7,072	82,813	7,506	91,123	7,967	99,986	8,457	109,095
Total		<u>101,537</u>		<u>112,659</u>		<u>124,684</u>		<u>137,269</u>
<u>Total Bookings</u>		<u>37,670</u>		<u>41,796</u>		<u>46,258</u>		<u>50,927</u>
Males (87.4%)		32,923		36,530		40,429		44,510
Females (12.6%)		4,747		5,446		5,829		6,417
<u>Composition of Bookings</u>								
Male Pre-Trial		26,075		28,932		32,020		35,252
Male Commitment		6,848		7,598		8,409		9,258
Female Pre-Trial		3,760		4,313		4,616		5,082
Female Commitment		987		1,133		1,213		1,335
<u>Average Daily Population</u>								
Male Pre-Trial		859		954		1,055		1,162
Male Sentenced		<u>1,006</u>		<u>1,116</u>		<u>1,235</u>		<u>1,360</u>
Sub-Total Male		<u>1,865</u>		<u>2,070</u>		<u>2,290</u>		<u>2,522</u>
Female Pre-Trial		89		102		110		121
Female Sentenced		<u>120</u>		<u>138</u>		<u>148</u>		<u>163</u>
Sub-Total Female		<u>209</u>		<u>240</u>		<u>258</u>		<u>284</u>
System Total		<u>2,074</u>		<u>2,310</u>		<u>2,548</u>		<u>2,806</u>

- Considering projected population growth and likely law enforcement staffing trends, it is unlikely that law enforcement officers could generate arrest volumes at these levels. Toward the end of the planning period, these levels of increase deny expected demographic trends which could have some impact on adult justice system volumes and related detention facility population levels.

Conversely, low range of projections appear to be too conservative given recent trends in both adult justice system volume, sentenced population levels, and other related factors. It is the project team's conclusions that the most practical course for Alameda County to follow in estimating future bed space needs would be to employ a mid-range projection based on some slightly different analytical assumptions.

5. MID-RANGE PROJECTIONS APPEAR TO PRESENT THE MOST PRACTICAL ALTERNATIVE FOR ESTIMATING FUTURE DETENTION SYSTEM REQUIREMENTS.

Problems inherent in the high and low range approaches noted above led the project team to look at a third set of projections which reflect new assumptions combining some of the key principles inherent in those high and low range projections. Key questions asked and evaluated in developing a mid-range set of projections include the following:

- Do recent trends in arrest and arrest rate growth represent a cyclical peak? As such, do low range projections understate short range growth by assuming that the absolute peak has been reached and the increases in the next few years (1983 through 1985-1990) will be sharply below growth rates registered over the last three to four years? To what extent do "constant" growth rate assumptions potentially understate shorter range needs?
- Comparably, analysis indicates that recent changes in sentencing laws and "peaking" in public pressure on getting tough on crime have resulted in sharp growth in both male and female sentenced population levels -- growth for which there is no indication there is significant slowing at the current time. Low range projections and assumptions about constant average length of stays per commitment booking again may understate shorter range population pressures.

- Conversely, previous statements about practical limits of ultimate growth within the 20 year planning period suggest that high range projections may significantly overstate ultimate arrest volumes, arrest rates and detention facility population levels considering:
 - Population composition and distribution.
 - Comparative arrest rate levels both within California and elsewhere in the United States.
 - The fact that the longer range projections assume a high and constant rate of growth over the entire planning period based on recent relatively dynamic growth and ignore likely acceleration and deceleration in arrest volume and facility population levels over a long range planning period of 20 years.

As a result of the factors noted above, a third set of "mid-range" and preferred projections have been developed. Key planning assumptions employed in developing these projections are as follows:

- Arrest Rate Increases: The basic assumption is that, for the next few years, relatively high rates of increase will be experienced by Alameda County, but as time passes, growth rates will slow as the current peak period "plateaus" and growth rates slow. Table 12 which follows shows the rates of increase in arrest rates anticipated for various time frames over the 20 year planning period.

Table 12

Adjusted Arrest Rate Increases
Assumed For Mid-Range Projections

Assumed Arrest Rate Increase			
Time Period	Felony	Misdemeanor	Planning Assumption
1983 - 1985	5.3%	3.3	Relatively dynamic growth as recent 3 year peak starts to plateau.
1985 - 1990	3.7%	2.2	Increase in growth rate continues to slow as peak subsides. Reduced growth rate designed to reflect likely stabilization in rates as population ages and flattening out of rates as they approach historical "highs" based on statewide comparisons.
1990 - 2000	1.0%	1.0	

- Length Of Stay: Previous analyses are based on the assumptions that: (1) average length of stay per composite booking would remain constant over the planning period; and (2) that the balance between pre-trial bookings and commitment bookings would similarly remain constant over the planning period. Data discussed earlier in this report have shown that average length of stay per booking has varied rather substantially over the last ten years. Major factors increasing average length of stay include substantial growth in sentenced population levels at several points over the last ten years. Under the third set of planning assumptions, differential rates of growth in criminal justice system intake (i.e. arrests) have been assumed for different increments over the planning period. As a result, it is appropriate to include varying assumptions about different average lengths of stay at various points during the planning period. For planning purposes, the following assumptions about average length of stay have been employed for planning purposes under the mid-range scenario:
 - Projections are based on total bookings rather than on a differentiation between pre-trial and commitment bookings.
 - Rather than employing constant average lengths of stay for male and female inmates, historical patterns have been reviewed and differing average lengths of stay have been employed to approximate potential shifts in sentencing philosophies and patterns over the planning period. Principal assumptions are as follows:
 - .. Between 1983 and 1990, average lengths of stay per booking will move to the average high average length of stay (based on variation above the median computed based on the last ten years) for male and female inmates. This reflects assumptions involving continuing concerns about crime among the public, increasing stringency in sentencing laws, and increasing court workloads which will make acceleration of trial of in-custody defendants difficult.
 - .. Between 1990 and 2000, average lengths of stay per booking will decrease moderately for male and female inmates, approximating historical performance in terms of cyclical variations.

Exhibit XXXI, which follows this page, portrays projected population levels given these mid-range assumptions. Exhibit XXXII, which follows Exhibit XXXI, shows these mid-range projections for the period through 1990

EXHIBIT XXXI

Alameda County

MID-RANGE PROJECTIONS

<u>County Population</u>	<u>1985</u> <u>1,171,000</u>		<u>1990</u> <u>1,214,000</u>		<u>1995</u> <u>1,255,000</u>		<u>2000</u> <u>1,290,000</u>	
<u>Arrests</u>	<u>Rate</u>	<u>#</u>	<u>Rate</u>	<u>#</u>	<u>Rate</u>	<u>#</u>	<u>Rate</u>	<u>#</u>
Felony Arrests	1,755	20,551	2,104	25,542	2,211	27,748	2,324	29,980
Misdemeanor Arrests	7,521	88,071	8,385	101,794	8,813	110,605	9,262	119,480
Total		<u>108,622</u>		<u>127,336</u>		<u>138,353</u>		<u>149,460</u>
Total Bookings		<u>40,299</u>		<u>47,242</u>		<u>51,329</u>		<u>55,450</u>
Males		35,221		41,289		44,862		48,463
Females		5,078		5,953		6,467		6,987
<u>Composite Average Daily Population</u>	<u>ALS</u>	<u>ADP</u>	<u>ALS</u>	<u>ADP</u>	<u>ALS</u>	<u>ADP</u>	<u>ALS</u>	<u>ADP</u>
Male	21.2	2,046	22.1	2,500	20.7	2,544	20.7	2,748
Female	15.4	214	16.3	266	16.1	285	16.1	308
Total		<u>2,260</u>		<u>2,766</u>		<u>2,829</u>		<u>3,056</u>
<u>Sentence Composition of Average Daily Population</u>								
Male Pre-Trial		943		1,152		1,178		1,273
Male Sentenced		1,103		1,348		1,379		1,489
Female Pre-Trial		91		113		116		125
Female Sentenced		123		153		156		169
System Total		<u>2,260</u>		<u>2,766</u>		<u>2,829</u>		<u>3,056</u>

EXHIBIT XXXII

Alameda County

MID RANGE PROJECTIONS
THROUGH 1988

<u>County Population</u>	<u>1985</u>		<u>1988</u>		<u>1990</u>	
	1,171,000		1,196,800		1,214,000	
	<u>Rate</u>	<u>#</u>	<u>Rate</u>	<u>#</u>	<u>Rate</u>	<u>#</u>
<u>Arrests</u>						
Felony Arrests	1,755	20,551	1,957	23,421	2,104	27,748
Misdemeanor Arrests	7,521	88,071	8,028	96,079	8,385	110,605
Total		<u>108,622</u>		<u>119,500</u>		<u>138,353</u>
<u>Total Bookings</u>		<u>40,299</u>		<u>44,335</u>		<u>47,242</u>
Males (87.4%)		35,221		38,749		41,289
Females (12.6%)		5,078		5,586		5,953
<u>Composite Average</u>						
<u>Daily Population</u>	<u>ALS</u>	<u>ADP</u>	<u>ALS</u>	<u>ADP</u>	<u>ALS</u>	<u>ADP</u>
Male	21.2	2,046	21.7	2,304	22.1	2,500
Female	15.4	214	15.9	243	16.3	266
Total ADP		<u>2,260</u>		<u>2,547</u>		<u>2,766</u>
<u>Sentence Composition of</u>						
<u>Average Daily Population</u>						
Male Pre-Trial		943		1,062		1,150
Male Sentenced		1,103		1,243		1,345
Female Pre-Trial		91		103		109
Female Sentenced		123		139		146

to include estimate of facility average daily population levels in 1988 -- the year designated by the Board of Corrections as the target year to employ for planning purposes in applications for state jail construction funds.

Detention facility bed space planning must incorporate provisions for fluctuations above average daily population. To quantify the scope of fluctuation above average daily population which needs to be employed for planning purposes, the project team analyzed facility population fluctuations by sex and sentence status over the last six years. Peak populations for each month over the six year period; average daily population over the six year period; and the proportional differences between the average of the peak populations and average daily populations were quantified. Separate analyses were conducted for male and female inmates by sentence status and for Santa Rita as compared to the work furlough facility. Based on these analyses, factors were developed to convert average daily population into the number of beds required by sentence status and basic facility type to avoid overcrowding the majority of the time. Factors employed to estimate population fluctuation are as shown in Table 13 which follows:

Table 13

Factors Employed To Accommodate
Population Fluctuation Above ADP

	<u>Average Peak Fluctuation Above ADP</u>	
	<u>Last 6</u>	<u>Employed For</u>
	<u>Years</u>	<u>Planning Purposes</u>
Male Pre-Trial	5.8%	10.0
Female Pre-Trial	15.1	15.1
Male Sentenced	9.6	10.0
Female Sentenced	15.5	15.5
Male Work Furlough	6.8	7.0
Female Work Furlough	22.8	15.0

Exhibit XXXIII, which follows this page, shows projected bed spaces required over the planning period to accommodate population fluctuations. These are the recommended bed space requirement levels that the project team feels the county should employ for planning purposes.

The results of the population profile and historical relationships between work furlough and total sentenced populations were employed to break down projected bed space requirements by bed space type. Exhibit XXXIV, which follows Exhibit XXXIII, shows the recommended breakdown of beds by pre-trial and security level to include identification of the component of the sentenced population which is likely to be housed in work furlough facilities or programs.

6. SHIFT IN JUDICIAL SENTENCING PATTERNS COULD HAVE MAJOR IMPACT ON FUTURE PROJECTED SENTENCED BED SPACE NEEDS.

Previous analysis has indicated that the county provides a broad mix of alternatives to incarceration which judges can employ for sentencing option purposes. Analysis contained in Chapter I indicated that up to 240 sentenced beds may be avoided as a result of a number of convicted defendants participating in programs in lieu of incarceration. As future bed space needs are projected, there is always the issue that sentencing practices and policies could change if an improved detention facility were available. It is extremely difficult to quantify the potential scope of this change and incorporate it into future bed space projections.

In an attempt to quantify the potential impact of reduced use of community based alternatives and shift in judicial sentencing practices,

EXHIBIT XXXIII

Alameda County

PROJECTED BED SPACE REQUIRED TO
ACCOMMODATE POPULATION FLUCTUATIONS

	<u>1985</u>	<u>1988</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
Male Pre-Trial	1,037	1,168	1,265	1,296	1,400
Male Sentenced	<u>1,213</u>	<u>1,367</u>	<u>1,483</u>	<u>1,517</u>	<u>1,638</u>
Sub-total	<u>2,250</u>	<u>2,535</u>	<u>2,748</u>	<u>2,813</u>	<u>3,038</u>
Female Pre-Trial	105	118	130	134	144
Female Sentenced	<u>142</u>	<u>161</u>	<u>177</u>	<u>180</u>	<u>195</u>
Sub-total	<u>247</u>	<u>279</u>	<u>307</u>	<u>314</u>	<u>339</u>
TOTAL BEDS REQUIRED TO ACCOMMODATE POPU- LATION FLUCTUATION	<u>2,497</u>	<u>2,814</u>	<u>3,055</u>	<u>3,127</u>	<u>3,377</u>

EXHIBIT XXXIV

Alameda County

BREAKDOWN OF BEDSPACE
REQUIREMENTS BY TYPE

	<u>1985</u>	<u>1988</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
<u>Male Inmates</u>					
Type II - Pre-Trial High Security	508	572	620	635	686
Type II - Pre-Trial Lower Security	529	596	645	661	714
Type II - Sentenced	358	403	437	448	483
Type III - Sentenced	636	717	778	796	859
Work Furlough	<u>219</u>	<u>247</u>	<u>268</u>	<u>273</u>	<u>296</u>
MALE TOTAL	<u>2,250</u>	<u>2,535</u>	<u>2,748</u>	<u>2,813</u>	<u>3,038</u>
<u>Female Inmates</u>					
Type II - Pre-Trial	105	118	130	134	144
Type II/III - Sentenced	124	140	154	157	169
Work Furlough	<u>18</u>	<u>21</u>	<u>23</u>	<u>23</u>	<u>26</u>
MALE TOTAL	<u>247</u>	<u>279</u>	<u>307</u>	<u>314</u>	<u>339</u>
SYSTEM TOTAL	<u>2,497</u>	<u>2,814</u>	<u>3,055</u>	<u>3,127</u>	<u>3,377</u>

the project team developed a representative analysis which is shown in Exhibit XXXV following this page. Principal components of this analysis include the following:

- California Judicial Council reports were reviewed to identify conviction data for both felons and misdemeanants for the year 1981 -- the last year for which state-wide data were available.
- Bureau of Criminal Statistics reports as well as previous analyses developed by the project team were employed to identify sentenced average daily population levels on both a state-wide basis and in selected counties.
- These data were combined to develop a representative ratio intended to display comparative sentencing patterns in selected counties and on a state-wide, average basis. This ratio was developed based on the following components:
 - Convictions of felonies at both the superior court and municipal court level were combined with criminal misdemeanor dispositions and drunk driving dispositions to arrive at an approximation of total of estimated criminal convictions in a county for the year 1981.
 - This number was divided by total sentenced average daily population to yield a ratio.
 - This ratio represents the "propensity to incarcerate" -- a representative measure of sentencing practices and comparative uses of alternatives to incarceration for sentenced individuals.
 - Under this approach, as the ratio increases, use of of alternatives increase and average daily sentence population drops as compared to total conviction levels. Conversely, as the ratio decreases, a smaller proportion of convicted individuals are assigned to alternatives to incarceration and proportionately more individuals are sentenced to time in local detention facilities.

As can be seen from the data displayed in the exhibit, Alameda County makes proportionately greater use of alternatives to incarceration than a number of other counties studied by the project team and is well above the "state-wide average" in this regard.

EXHIBIT XXXV

Alameda County

COMPARATIVE SENTENCING PATTERNS

<u>County</u>	<u>Convictions</u>				<u>1981 Sentenced ADP</u>	<u>Ratio of ADP To Convictions</u>
	<u>Felonies</u>	<u>Criminal Misdemeanor</u>	<u>Drunk Driving</u>	<u>Total</u>		
Alameda	7,601	26,139	10,160	43,900	767	57.2
Santa Clara	9,127	16,349	16,309	41,785	725	57.6
Kern	3,506	7,433	5,315	16,254	531	30.6
Fresno	3,043	4,640	3,864	11,547	377	30.6
Marin	765	1,838	2,924	5,527	106	52.1
Sonoma	1,290	3,526	1,816	6,632	180	36.8
<hr/>						
Statewide Average	125,495	349,584	243,238	718,317	15,105	47.6
<hr/>						

These data can be employed to approximate the potential impact of changes in sentencing patterns on projected detention facility population levels. Exhibit XXXVI, which follows this page, describes a scenario which can be employed to approximate shifts in sentencing practices. The analysis contained in the exhibit is based on the assumption that Alameda County's incarceration propensity could move lower to the state-wide average as a new and improved facility became available. If this occurred, the impact in terms of increased sentenced beds required would be as shown in Exhibit XXXVI.

7. CLOSURE OF CITY JAILS COULD HAVE MAJOR IMPACT ON PRE-TRIAL BED SPACE NEEDS IN THE COUNTY DETENTION AND CORRECTION SYSTEM.

To this point, projections have been based on the assumption that city jails will continue to operate, that a relatively small proportion of pre-trial bookings will involve original booking at a sheriff's operated detention facility, and that a large volume of the pre-arraignment population will be "culled out" at the city jail level. Given the cost of jail operations, the presence of the new north county pre-trial facility, and other factors, projection analysis should include the display of the potential impact of the closure of one or more of the city jails over the course of the planning period. As can be seen from Table 14, which follows, city jails have a rather substantial pre-trial housing capacity when viewed on a consolidated basis.

EXHIBIT XXXVI

Alameda County

POTENTIAL IMPACT OF CHANGES IN SENTENCING
PATTERNS ON PROJECTED POPULATION LEVELS1. SCENARIO: Movement of Sentencing Patterns to Statewide Averages.

- . Exhibit XXXV indicated that Alameda County is about 20% "below" statewide indicator of propensity to sentence convicted defendants to local jail time.
- . Assumption could be made that facility quality and over-crowding influence judicial sentencing decisions.
- . If new facility built, judicial sentencing patterns might change. Impact shown below might be felt if judicial sentencing patterns approached statewide averages and a higher proportion of convicted defendants were sentenced to local jail time.

2. IMPACT:

	1985	1988	1990	1995	2000
Sentenced Beds Projected Given Current Sentencing Patterns					
. Male	1,213	1,367	1,483	1,517	1,638
. Female	142	161	177	180	195
Potential Sentenced Beds Required if Sentencing Patterns Reach Statewide Norms					
. Male	1,456	1,640	1,780	1,820	1,966
. Female	<u>170</u>	<u>193</u>	<u>212</u>	<u>216</u>	<u>234</u>
Increase	<u>271</u>	<u>305</u>	<u>332</u>	<u>339</u>	<u>367</u>

Table 14
Housing Capacities
of City Jails

City	Bed Space		
	Male	Female	Total
Alameda	-	-	8
Albany	-	-	8
Berkeley	48	12	60
Emeryville	-	-	4
Fremont	10	10	26
Hayward	9	2	11
Piedmont	-	-	4
San Leandro	18	6	<u>24</u>
Sub-Total			<u>145</u>
Oakland*	177	35	<u>212</u>
TOTAL			<u>357</u>




* As Rated By California
Board of Corrections.
Actual bunk capacity
at 315 males and 48
females

Because of booking volume and capacity, the Oakland city jail would have the most profound impact on pre-trial facility population levels within the sheriff's system. Because of the importance of the Oakland jail, the project team sampled booking records, population composition, and developed booking and average length of stay data which could be employed to estimate the impact of jail closure on both current and future facility population levels in the Alameda County system. Exhibit XXXVII, which follows this page, shows data developed as a result of this analysis.

EXHIBIT XXXVII

Alameda County

RELEVANT DATA ABOUT
THE OAKLAND JAIL1. AVERAGE DAILY POPULATION -- 1982.

<u>Local Charges</u>				<u>Federal Contract</u>		<u>Total</u>	
<u>Males</u>		<u>Females</u>		<u>Males</u>	<u>Females</u>	<u>Males</u>	<u>Females</u>
<u>Fel.</u>	<u>Misd.</u>	<u>Fel.</u>	<u>Misd.</u>	45.5	4.5	154	26
51.3	57.2	9.6	11.9				
							
108.5		21.5					
							
130							

2. COMPOSITION OF BOOKINGS:

<u>Booking Charge Category</u>	<u>% of Total</u>	<u>Estimated Number 1982</u>		<u>Average Length of Stay Per Booking</u>
		<u>Total</u>	<u>Avg/Day</u>	
Felony	24.3%	13,471	36.9	1.65 Days
Misdemeanor	75.7	41,966	114.9	.60 Days
. Criminal Misdemeanor	14.9	8,260	22.6	
. Public Inebriation	26.6	14,746	40.4	
. Prostitution	7.8	4,324	11.8	
. Traffic Warrants	9.5	5,266	14.4	
. Drunk Driving	9.9	5,488	15.0	
. Muni. Code Viol.	1.3	721	2.0	
. Miscellaneous	5.7	3,161	8.7	

- Analysis of facility population composition indicates that a rather substantial proportion of average daily population at the Oakland jail involves individuals who are housed there on contract with the Federal government and do not involve individuals with local charges in the Alameda County adult justice system. During the course of the year, 1982, approximately 50 beds on an average daily basis were occupied by Federal contract prisoners. As a result, total average daily population at the Oakland jail does not necessarily represent inmates who would be transferred to sheriff's facilities if the Oakland jail were closed.
- The exhibit also shows the composition of bookings at the Oakland jail based on an analysis of one month's bookings in the Spring of 1983. These proportions were applied to CORPUS data to approximate annual bookings by charge type during the year 1982. These data then were employed to estimate the average length of stay per felony and misdemeanor booking during calendar year 1982. These data are represented in Exhibit XXXVII.

Comparable average daily population and length of stay data were unavailable on a comprehensive basis from other city jails. As a result, for planning purposes, average length of stay for pre-arraignment populations in the Oakland jail was employed to estimate future average daily populations in all city jail facilities. Exhibit XXXVIII, which follows this page, shows projected average daily populations at the city jail level through the planning period ending in the year 2000. Total felony and misdemeanor arrest projections developed under the mid-range assumption described earlier in this section were employed to estimate bookings at city jail facilities, average length of stay data documented in the Oakland jail were employed to convert these arrest projections to expected average daily populations, and the resulting projected average daily populations are displayed in the exhibit.

Because city jails are pre-arraignment facilities, most

EXHIBIT XXXVIII

Alameda County

PROJECTED AVERAGE DAILY
POPULATION OF CITY JAILS*

Jail	Average Daily Population				
	1985	1988	1990	1995	2000
Berkeley	20	22	24	25	27
Fremont	32	36	39	40	43
Hayward	25	28	31	31	34
Oakland	154	174	188	192	208
San Leandro	10	11	12	12	13
Albany	<u>3</u>	<u>3</u>	<u>4</u>	<u>4</u>	<u>4</u>
TOTAL	<u>244</u>	<u>274</u>	<u>298</u>	<u>304</u>	<u>329</u>

* Based on Mid-Range Projections

inmates stay for relatively short periods and populations fluctuate substantially over the course of the week. These jails lack the more stable, longer stay pre-trial population which characterizes the sheriff's system. As a result, populations fluctuate far more dramatically than they do within the sheriff's system. In estimating the potential bed space impact of closure of one or more city jails, it is necessary to estimate the number and type of beds which would be required to accommodate city jail populations to include fluctuations above average daily population. Table 15, which follows, shows population fluctuations computed based on an analysis of Oakland jail population levels during the year 1982.

Table 15

Population Fluctuation At
Oakland Jail -- 1982 --
Local Prisoners Only

<u>ADP</u>	<u>Average Peak</u>	<u>Fluctuation %</u>
130	198.9	53%

As can be seen from the data displayed in the table, average peak population fluctuates by nearly 53% above average daily population at the Oakland jail. Assuming the same scope of fluctuations are experienced in other city jails, it is possible to project the total number of beds which would be required to accommodate city jail prisoners if all city jails were closed at some point over the planning period. Exhibit XXXIX, which follows this page, shows the projected impact of city jail closure on county pre-trial bed space needs over the planning period ending in the year 2000. As the data displayed in the exhibit indicate, city jail closure could have significant impact on pre-trial bed space requirements.

EXHIBIT XXXIX

Alameda County

PROJECTED IMPACT OF
CITY JAIL CLOSURE ON COUNTY
PRE-TRIAL BED SPACE NEEDS*

	<u>1985</u>	<u>1988</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
Projected Type II Pre-Trial Beds For Males and Females	1,142	1,286	1,395	1,430	1,544
Estimated Beds Required To Absorb City Jail Population and Accommodate Peaks					
Berkeley	31	34	37	38	41
Fremont	49	55	60	61	66
Hayward	38	43	47	47	52
Oakland	236	266	288	294	318
San Leandro	15	17	18	18	20
Albany	<u>5</u>	<u>5</u>	<u>6</u>	<u>6</u>	<u>6</u>
Sub-Total	<u>374</u>	<u>420</u>	<u>456</u>	<u>464</u>	<u>503</u>

% Increase In Pre-Trial Beds Required
If All City Jails
Closed + 32.7

% Increase if
Oakland Jail Closed + 20.7

% Increase if
Oakland and Berkeley
Jail Closed +23.4

* Based on Number of Pre-Trial Beds Required
To Accommodate Population Fluctuations

*

*

*

*

*

Exhibit XL, which follows this page, shows the projected bed space deficiencies within the sheriff's detention system based on these assumptions:

- That sufficient beds will need to be provided to accommodate population fluctuations.
- That future planning needs to include replacement of both the courthouse jail and the Santa Rita facility.
- That the north county pre-trial facility will operate with selected double celling and that an occupancy variance would be provided by the California Board of Corrections.

Given these assumptions, total bed space deficiencies by bed type over the planning period through the year 2000 are shown in the exhibit. Depending on assumptions made about city jail closure and shifts in sentencing patterns, data displayed in the previous exhibits can be employed to adjust these bed space deficiencies. Exhibit XLI shows the impact of closure of the Oakland and Berkeley Jails on the summary bed space needs estimated in Exhibit XL.

EXHIBIT XL

Alameda County

PROJECTED BED SPACE
NEEDS ASSUMING REPLACEMENT OF
SANTA RITA AND COURTHOUSE JAIL

	<u>1985</u>	<u>1988</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
<u>Projected Needs to Accommodate Population Fluctuations</u>					
Pre-Trial	1,142	1,286	1,395	1,430	1,544
Sentenced Type II and Type III	1,118	1,260	1,369	1,401	1,511
Work Furlough	237	268	291	296	322
<u>Beds Available*</u>					
Pre-Trial	735*	735*	735*	735*	735*
Sentenced	-	-	-	-	-
Work Furlough	209	209	209	209	209
<u>Deficiencies</u>					
Pre-Trial	(407)	(551)	(660)	(695)	(809)
Sentenced	(1,118)	(1,260)	(1,369)	(1,401)	(1,511)
Work Furlough	<u>(28)</u>	<u>(59)</u>	<u>(82)</u>	<u>(87)</u>	<u>(113)</u>
Total Bedspace Deficiency	<u>(1,553)</u>	<u>(1,870)</u>	<u>(2,111)</u>	<u>(2,183)</u>	<u>(2,433)</u>

*Assumes variance with double celling of about one-third of N. County Jail; full replacement of Santa Rita facility with no use of existing facilities; continued operation of city jails.

EXHIBIT XLI

Alameda County

PROJECTED BED SPACE
NEEDS ASSUMING REPLACEMENT OF
SANTA RITA AND COURTHOUSE JAIL
AND CLOSURE OF BERKELEY AND OAKLAND JAIL

	<u>1985</u>	<u>1988</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
<u>Projected Needs to Accommodate Population Fluctuations</u>					
Pre-Trial	1,409	1,586	1,720	1,762	1,903
Sentenced Type II and Type III	1,118	1,260	1,369	1,401	1,511
Work Furlough	237	268	291	296	322
<u>Beds Available*</u>					
Pre-Trial	735	735	735	735	735
Sentenced	-	-	-	-	-
Work Furlough	209	209	209	209	209
<u>Deficiencies</u>					
Pre-Trial	(674)	(851)	(985)	(1,027)	(1,168)
Sentenced	(1,118)	(1,260)	(1,369)	(1,401)	(1,511)
Work Furlough	<u>(23)</u>	<u>(59)</u>	<u>(82)</u>	<u>(87)</u>	<u>(113)</u>
Total Bedspace Deficiency	<u>(1,820)</u>	<u>(2,170)</u>	<u>(2,436)</u>	<u>(2,515)</u>	<u>(2,792)</u>

APPENDIX A

DESCRIPTIVE INFORMATION
ABOUT THE DETENTION
SYSTEM POPULATION

APPENDIX A (1)

Alameda County

DEMOGRAPHIC BREAKDOWN
OF THE POPULATION

<u>Charge</u>	<u>RACE</u>					
	<u>White</u>	<u>Black</u>	<u>Hispanic</u>	<u>Asian</u>	<u>Amer. Ind.</u>	<u>Other</u>
<u>Pre-Trial</u>						
Felony	25.1%	61.0%	12.4%	.4%	.7%	.4%
Misdemeanor	28.0%	42.0%	30.0%	-	-	-
All Pre-Trial	25.6%	58.0%	15.1%	.3%	.6%	.3%
<u>Sentenced</u>						
Felony	18.3%	69.6%	11.0%	.5%	.5%	-
Misdemeanor	38.4%	42.7%	17.5%	.9%	.5%	-
All Sentenced	28.9%	55.5%	14.4%	.7%	.5%	-

<u>Charge</u>	AGE					
	<u>18-21</u>	<u>22-25</u>	<u>26-30</u>	<u>31-40</u>	<u>41+</u>	
<u>Pre-Trial</u>						
Felony	18.0%	20.1%	26.6%	24.7%	10.6%	-
Misdemeanor	24.0%	22.0%	28.6%	18.0%	8.0%	-
<u>Sentenced</u>						
Felony	15.6%	19.8%	32.0%	25.0%	7.6%	-
Misdemeanor	14.3%	16.6%	23.7%	28.8%	16.6%	-

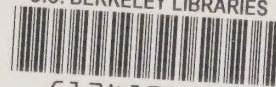
APPENDIX A (2)

Alameda County

POINT OF ENTRY TO SYSTEM

<u>Where Initially Booked</u>	<u>Pre-Trial</u>		<u>Total</u>
	<u>Felony</u>	<u>Misdemeanor</u>	<u>Inmates</u>
Alameda	2.6%	5.9%	3.0%
Albany	2.6%	-	2.3%
Berkeley	9.5%	2.9%	8.6%
Fremont	6.5%	14.7%	7.5%
Hayward	8.6%	20.6%	10.2%
Oakland	43.5%	41.2%	43.2%
Piedmont	.9%	-	.8%
San Leandro	5.6%	2.9%	5.3%
Santa Rita	19.8%	8.8%	18.4%
Unknown	<u>.4%</u>	<u>2.9%</u>	<u>.7%</u>
Total	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>

U.C. BERKELEY LIBRARIES



C124879013

